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REPORT
OF
THE COMMISSION FOR SCHEDULED
CASTES AND SCHEDULED TRIBES

(APRIL 1981—MARCH 1982)
Fourth Report

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Fourth Report



MEMBER

भारत सरकार
अनुसूचित जाति तथा अनुसूचित जनजाति आयोग

GOVERNMENT OF INDIA
COMMISSION FOR SCHEDULED CASTES AND SCHEDULED TRIBES

पांचबीं मंजिल, लोकनाथक भवन,
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March 25, 1983

My dear Shri Sethi,

In terms of para 6 of the Resolution setting up the Commission for Scheduled Castes and Scheduled Tribes, this Commission is required to submit to the President a report of the activities annually. In the absence of Shri K. Rajamallu, Chairman, who unfortunately expired on 24-3-1983, I am forwarding herewith the Fourth Annual Report of the Commission for the year 1981-82.

With kind regards,

Yours sincerely,

Sd/-
(HOKISHE SEMA)

Shri P. C. Sethi,
Minister of Home Affairs,
New Delhi

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CHAPTER I

INTRODUCTION, ORGANISATIONAL SET UP AND FUNCTIONS OF THE COMMISSION FOR SCHEDULED CASTES AND SCHEDULED TRIBES

The Office of the Special Officer (Commissioner for Scheduled Castes and Scheduled Tribes) appointed under Article 338 of the Constitution, and charged with the duty of investigating into matters relating to the Constitutional safeguards for the Scheduled Castes and Scheduled Tribes has been in existence for over thirty years now. Considering the magnitude of the problems, the Government decided in 1978 to entrust these matters also to a high level Commission consisting of persons of eminence and status in public life. The Commission for Scheduled Castes and Scheduled Tribes was accordingly set up vide Ministry of Home Affairs Resolution No. 13013/9/77-SCT(I) dated the 21st July, 1978.

1.2 In accordance with the Government Resolution referred to above, the Commission is to consist of a Chairman and not more than four other Members including the Special Officer appointed under Article 338 of the Constitution. The term of the office of the Chairman and the Members will not ordinarily exceed three years. During the first term, the Commission consisted of Shri Bhola Paswan Shastri, the then Member, Rajya Sabha as Chairman, and Shri Shishir Kumar, Ex-MP and Commissioner for Scheduled Castes and Scheduled Tribes, Shri A. Jayaraman, Ex-MP, Shri T.S. Negi, IAS (Retd.), MLA Himachal Pradesh Vidhan Sabha (later elected as Speaker) and Shri S.K. Mallick, ICS (Retd.) as Members of the Commission. On the expiration of the first term of the Commission, Shri K. Rajamallu, MP took over as Chairman of the Commission on 17-8-81 and Hokishe Sema took over as a member in the Commission on 24-8-81. Shri Shishir Kumar, Commissioner for Scheduled Castes and Scheduled Tribes continued as ex-officio Member till 23-11-81 when he demitted his office of the Commissioner for Scheduled Castes and Scheduled Tribes. None of the three vacancies of the Members including that caused by demission of the office of Shri Shishir Kumar was filled up during the year under report.

1.3 The functions of the Commission as defined in the Government Resolution mentioned in para 1.1

are as follows:

- (i) To investigate all matters relating to safeguards provided for Scheduled Castes and Scheduled Tribes in the Constitution. This would, inter-alia, include a review of the manner in which reservation stipulated in public services for Scheduled Castes and Scheduled Tribes, are, in practice implemented.
- (ii) To study the implementation of Protection of Civil Rights Act, 1955 with particular reference to the objective of removal of untouchability and invidious discrimination arising therefrom within a period of five years.
- (iii) To ascertain the socio-economic and other relevant circumstances accounting for the commission of offences against persons belonging to Scheduled Castes and Scheduled Tribes with a view to ensuring the removal of impediments in the laws in force and to recommend appropriate remedial measures including measures to ensure prompt investigation of the offences.
- (iv) To enquire into individual complaints regarding denial of any safeguards provided to any person claiming to belong Scheduled Castes or Scheduled Tribes.

The Commission is assisted in the discharge of its functions by a small secretariat at New Delhi headed by a Secretary. Shri R. P. Khanna, IAS, the first Secretary of the Commission was succeeded by Shri K.M. Mirani, IAS on 16-1-82. Shri K. Banarji Joint Secretary in the Commission also relinquished his charge on 7-3-82 consequent on his appointment as Chief Commissioner, Chandigarh Administration and his successor Shri Lalkhama, IAS joined the Commission on 1-5-82. The Commission has also a number of field offices located in various parts of the country as detailed below :

Sl. No.	Head of office	Jurisdiction	Headquarter
1	2	3	4
1.	Director	Gujarat, Dadra and Nagar Haveli	Ahmedabad
2.	Director	Karnataka	Bangalore
3.	Director	Madhya Pradesh	Bhopal
4.	Director	Orissa	Bhubaneswar
5.	Director	West Bengal, Sikkim, Andaman & Nicobar Islands	Calcutta

1	2	3	4
6. Director	.	Andhra Pradesh	Hyderabad
7. Director	.	Rajasthan	Jaipur
8. Director	.	Uttar Pradesh	Lucknow
9. Director	.	Tamil Nadu, Pondicherry	Madras
10. Director	.	Meghalaya, Nagaland, Manipur, Mizoram, Arunachal Pradesh	Shillong
11. Director	.	Maharashtra, Goa, Daman & Diu	Pune
12. Director	.	Bihar	Patna
13. Deputy Director	.	Tripura	Agartala
14. Deputy Director	.	Punjab, Haryana and Chandigarh	Chandigarh
15. Deputy Director	.	Assam	Gauhati
16. Deputy Director	.	Himachal Pradesh and Jammu & Kashmir	Simla
17. Deputy Director	.	Kerala, Lakshadweep	Trivandrum

1.3 Field officers act as eyes and ears of the Commission and provide to it from time to time such information/data as the Commission may require for formulation of its views on matters relating to development and welfare of the Scheduled Castes and Scheduled Tribes. They also cater to the needs of the Ministry of Home Affairs and the office of the Commissioner for Scheduled Castes and Scheduled Tribes.

1.4 Apart from getting a feed-back from the field offices, the Commission undertakes tours in Various States/UTs to gain first hand impression and information in regard to implementation of the schemes meant for development and welfare of Scheduled Castes and Scheduled Tribes. The impressions gained are communicated to the concerned States/UTs for appropriate remedial action. The implementation of the Special Component Plan and Tribal Sub-Plan is particularly studied during the tours. The impressions gained by the Commission through tours undertaken during the year under report, in regard to the various activities relating to development and welfare of Scheduled Castes and Scheduled Tribes have been reflected in the appropriate Chapters of this report.

1.5 Ever since its Constitution in July, 1978, the Commission has been doing its best to function within the framework of the Government Resolution, and has already submitted to the Government three Annual Reports for the years 1978-79, 1979-80 and 1980-81. The purpose of setting up of this Commission, despite the existence of the office of the Special Officer—Commissioner for Scheduled Castes and Scheduled Tribes—was to effectively safeguard the interests of the Scheduled Castes and Scheduled Tribes. The functioning has, however, been seriously limited by the fact that the Commission does not enjoy constitutional status, has no powers under the Commission of Inquiry Act 1952 and is not involved in the planning process for socio-economic development of the Scheduled Castes and Scheduled Tribes and in monitoring and evaluation of the progress and implementation of the development schemes, both in respect of the Union and of the States. It is no compulsory for the Central and the State Governments to consult the Commission on important policy issues. To overcome this limitation, the Commission has made several recommendation in its earlier reports which need to be urgently and seriously considered. This would also involve strengthening of the Commission's secretariat as well as the field organisation.

CHAPTER II

LAND, MINIMUM WAGES FOR AGRICULTURAL LABOURERS, BONDED LABOUR, HOUSING AND HOUSE SITES

The founding fathers had indicated under Articles 39 and 43 of the Indian Constitution, the type of life they had envisaged for the citizens of this country. Article 39(a) enjoins on the Government of India and the States Governments to direct their policies towards securing for the citizens of India, men and women equally, the right of an adequate means of livelihood. In Article 43 of the Constitution, it is laid down that "The State shall endeavour to secure, by suitable legislation or other economic organisation or in any other way, to all workers—agricultural, industrial or otherwise, work, living wage, conditions of work ensuring a decent standard of life and full enjoyment of leisure and social and cultural opportunities." In Article 39(b), the State is required to direct its policy towards redistribution of ownership and control of the material resources of the community so as to subserve the common good. These and other Articles of the Constitution have given the lead to the Government of India and the State Governments towards formulating various land reform measures, fixation of minimum wages, provision of house-sites and houses for the weaker sections of the society and in particular, the Scheduled Castes and Scheduled Tribes.

2.2 The land reforms policy of the Government of India covers items such as (i) Abolition of intermediary tenures; (ii) tenancy reforms comprising regulation of rent, security of tenures and conferment of ownership rights on tenants; (iii) ceiling on land holdings and re-distribution of surplus land; (iv) consolidation of holdings and (v) compilation of land records. These items have been exhaustively dealt with in the Second Report of the Commission and suitable recommendations to protect the interests of the Scheduled Castes and Scheduled Tribes have been enumerated therein.

The Commission had, however, addressed to the State Governments, a detailed questionnaire seeking information on various aspects of the land reforms policy as also the progress of the distribution of surplus land, provision of house-sites and houses etc. The Commission record with regret that its circular seeking information on such an important subject was responded only by the State Governments of (i) Uttar Pradesh; (ii) Karnataka; (iii) Kerala (iv) Himachal Pradesh and the Union Territory Government/Administrations of Pondicherry and Dadra and Nagar Haveli and Chandigarh.

In the absence of detailed information from the State Governments/Union Territory Administrations, the Commission obtained information available with the Ministry of Agriculture and Rural Development.

In view of the detailed coverage of the subject in the Second Report and information on limited points from the Ministry, it is proposed to review in this report the implementation of the work relating to (i) distribution of ceilings surplus land; (ii) Central Sector Scheme of financial assistance to assignees of ceilings surplus land and (iii) updating of land records and regular maintenance thereof.

Implementation of the Revised Ceilings Laws

2.3 In the Second Report of the Commission (Annexure II of Chapter III—Land Reforms) the State-wise details of the land ceilings laws have been given. However, an upto-date statement on Statewise ceiling limits are given in the table below:

Name of the State (1)	Land Ceiling Limits (2)	Irrigated	Non-Irrigated (3)
Andhra Pradesh	10 to 27 acres	35 to 54 acres	
Assam	50 bighas (16 2/3 acres)	50 bighas (16 2/3 acres)	
Bihar	15 to 25 acres	30 to 45 acres	
Gujarat	10 to 27 acres	20 to 54 acres	
Haryana	7.25 hectares to 10.9 hectares	21.8 hectares	
Himachal Pradesh	10 to 15 acres	30 to 70 acres	
Jammu & Kashmir	8-13/14 to 12.5 acres	14-12/17 to 22-8/11 acres	
Karnataka	10 to 30 acres	54 acres	
Kerala	12 to 15 acres	12 to 15 acres	

(1)	(2)	(3)
Madhya Pradesh	18 to 27 acres	54 acres
Maharashtra	18 to 36 acres	54 acres
Manipur	5 hectares	6 hectares
Meghalaya		
Orissa	10 to 15 acres	30 to 45 acres
Punjab	7 to 11 hectares	20.5 hectares
Rajasthan	18 to 27 acres	54 to 175 acres
Sikkim	12.5 to 50 acres	12.5 to 50 acres
Tamil Nadu	12 acres	60 acres
Tripura	4 to 12 hectares	4 to 12 hectares
Uttar Pradesh	7.30 hectares	10.95 to 18.25 hectares
West Bengal	5 hectares	7 hectares

Source : Ministry of Agriculture & Rural Development.

The Commission desire to record that the National Guidelines were drawn up on the basis of the Chief Ministers Conference on ceilings on agricultural holdings held on July 23, 1972 in order to bring about a broad measure of uniformity with regard to the level of ceiling, unit of application/exemptions, priorities in allotments etc. According to these National Guidelines the following ceilings were suggested:

- The ceiling on agricultural holding should range between 10 to 18 acres of the best category of land viz. land with assured irrigation and capable of yielding at least two crops in a year.
- The ceiling for inferior classes of land may be higher but should in no case exceed 54 acres.

It would be seen from the table on land ceiling limits given above that as far as irrigated land is concerned, the guidelines have been followed only by the

States of Assam, Himachal Pradesh, Jammu & Kashmir, Kerala, Manipur, Orissa, Tamilnadu, Uttar Pradesh and West Bengal. However, as regards non-irrigated lands, the ceilings fixed by the State Governments of Himachal Pradesh, Rajasthan and Tamil Nadu are in excess than suggested in the guidelines.

The Commission recommends that the State Governments review the entire question of land ceilings on agricultural holdings in view of its inclusion in the new 20-Point Programme and bring their land ceiling regulations in conformity with the National Guidelines.

Area declared Surplus—Comparative position

(i) National

2.4 The following table compares the areas declared surplus, taken possession of and distributed in the country:

Sl. No.	Areas	(In acres)		
		2nd Report (Dec., 1980)	3rd Report	1981-82 (Upto 3-6-82)
1.	Declared surplus	40,82,056	40,43,823	39,89,832
2.	Taken possession of	24,90,436	26,66,654	27,23,976
3.	Distributed	17,39,339	18,40,667	18,96,042

It would be seen from the above table that:

- The area declared surplus has been reduced to 39,89,832 acres (June, 1982) from 40,82,056 in December, 1980. Net area reduced comes to 92,224 acres representing 2.26 per cent reduction from 1980 figures (Annexure I). Statewise comparison of areas declared surplus is given in Annexure-II.
- There is a slackening of tempo in the matter of distribution of surplus areas. As against

1,01,328 acres distributed during the period December, 1980 to March 1981 only 55,375 acres have been distributed from March, 1981 to June, 1982. This trend is further evidence from the figures compiled by the Ministry of Agriculture according to which after 1-1-1980, as many as 2,20,291 acres were distributed. However, the area distributed since 1-1-1982 (upto August, 1982) was only a mere 33,372.

These are disturbing trends and therefore call for reviewing the reasons.

(ii) Statewise position

It would be seen from Annexure-II that in the following States, there have been significant reductions in the area declared surplus:—

1. *Andhra Pradesh* Reduction of 1,43,697 acres representing 14.04 per cent of the area declared surplus as per 1980 figures. The area declared surplus was 16.37 lakh acres as on 31-10-1978. The present figure is only 8.80 lakhs i.e. 53.76 per cent. Sizeable reductions in the surplus areas are due to the decisions of the law courts.

2. *Kerala* 2,93,669 acres representing 70.89 per cent of the area declared surplus as on December, 1980. Reasons have not been spelt.

In all other States except Bihar (626), Tripura (134) and Dadra and Nagar Haveli (9) where there were minor reductions the area declared surplus has increased in other States. The names of States with the increase of area declared surplus is given below in descending order:

- (1) Karnataka (1,49,761 acres),
- (2) Gujarat (98,996 acres),
- (3) West Bengal (24,063 acres),
- (4) Rajasthan (19,095 acres),
- (5) Punjab (16,070 acres),
- (6) Assam (11,099 acres),
- (7) Tamil Nadu (7,930 acres),
- (8) Haryana (7,258 acres),
- (9) Orissa (4,261 acres),
- (10) Uttar Pradesh (2,979 acres),
- (11) Maharashtra (2,221 acres),
- (12) Madhya Pradesh (1,242 acres),
- (13) Manipur (6677 acres),
- (14) Himachal Pradesh (236 acres)
- (15) Pondicherry (33 acres).

Area taken possession of

2.5 As per Annexure-II, the difference between the total area declared surplus and the area taken

possession of comes to 12,65,856 acres. According to the reports available with the Ministry of Agriculture and Rural Development, nearly 12 lakh acres are locked up in Court cases filed by the land owners challenging the orders of the revenue authorities or tribunals under the ceiling laws declaring their land as surplus or challenging certain provisions of the ceiling laws as Violative of the Constitution. The pendency of such cases is particularly high in the States of Andhra Pradesh, Bihar Madhya Pradesh, Maharashtra and West Bengal. The entire process is likely to delay the process of distribution of land.

Areas distributed

2.6 The percentage of area distributed in the various States to the area taken possession of comes to 69.61 per cent. The gap between the two figures represents the area immediately available for distribution. This comes to 8,27,934 acres. According to the estimates of the Ministry of Agriculture and Rural Development, nearly 5 lakh acres land cannot be distributed to the landless on individual basis because it is either unfit for cultivation or is reserved for public purposes. The Government of India have advised the State Governments to take necessary action for using these areas for afforestation and use as pastures.

The above review of the distribution of surplus land in the country shows disturbing trends and, therefore, the Commission calls upon the Government of India and the State Governments for a thorough review of the strategy to make it possible for the landless, most of whom are Scheduled Castes and Scheduled Tribes to look forward towards the promised work, living wage, conditions of work ensuring a decent standard of life and full enjoyment of leisure and social and cultural opportunities.

Progress of Implementation of Land Ceilings in the various States

(i) Declaration of surplus land

2.7 The process of scrutiny of returns and the declaration of surplus land is coming to close in almost all the States. This is evidenced from the table giving the progress of scrutiny in the various States.

Progress of scrutiny of returns

Name of the State/U.T.	Total No. of returns filed	Progress of scrutiny		
		No. of cases disposed of	No. of cases pending	Percentage
1	2	3	4	5
Andhra Pradesh	444021	443892	129	0.03
Assam	20674	20516	158	0.76
Bihar	54094	53312	782	1.54
Gujarat	57427	57427	—	nil
Haryana	23838	23220	618	2.59

1	2	3	4	5
Humachal Pradesh	2713	2705	8	0.29
Jammu & Kashmir	—	—	—	—
Karnataka	142421	140165	2256	1.58
Kerala	67731	65975	1756	2.59
Madhya Pradesh	225437	223374	2063	0.92
Maharashtra	92542	91042	1500	1.62
Manipur	238	200	38	15.97
Orissa	52378	48462	3916	7.48
Punjab	36988	36794	194	0.52
Rajasthan	45187	43637	1550	3.43
Tamil Nadu	19507	17734	1773	9.09
Tripura	2638	2638	—	nil
Uttar Pradesh	64170	62661	1509	2.35
West Bengal	67580	56953	10627	15.73
Dadra & Nagar Haveli	11369	11341	28	0.25
Delhi	1581	1481	100	6.33
Pondicherry	311	217	94	30.23
Total	1432845	1403746	29099	97.97

Source : Ministry of Agriculture and Rural Development

It would be seen from the above table that 97.97 per cent of the total of 14,32,845 returns filed in the States have been disposed of. In Gujarat and Tripura, there are no returns pending scrutiny.

In the States of Andhra Pradesh, Assam, Himachal Pradesh, Madhya Pradesh, Punjab and the Union Territory of Dadra and Nagar Haveli, the percentage of pending cases is less than 1 per cent.

In the States of Bihar, Haryana, Karnataka, Kerala, Maharashtra, Rajasthan and Uttar Pradesh, the percentage of pendency is between 1 per cent and 5 per cent.

In the States of Orissa, Tamil Nadu and the Union Territory of Delhi, the percentage of pendency of cases is between 5 per cent and 10 per cent. Only in the States of West Bengal and Manipur and Union Territory of Pondicherry, the percentage of pendency of cases is more than 10 per cent. The Commission hopes that all the State Governments will be in a position to take expeditious steps to complete the process of scrutiny of returns and add further areas for allotment to the weaker sections.

(ii) *Area declared surplus and taken possession*

A statement showing progress in the implementation of the revised ceiling laws in the various States (as on March/June, 1982) is given in Annexure-II. The Commission has already drawn the attention in para 3.43 in its Second Report to the gulf between the potential surplus land as estimated by the National Sample Survey (215.10 lakh acres) and the area estimated to be surplus by the State Governments according to the Ministry of Rural Reconstruction (49,94,882 acres). It is a matter of concern that the area actually declared surplus upto June, 1982 comes to only 39,89,832 acres. Further, the area

taken possession of by the State Governments comes to only 27,23,976 acres (68.27 per cent) of the area declared surplus. On the basis of the information in Annexure-II, the data are given in percentages Statewise indicating the progress of the work towards final distribution of land.

State	Percentage of area taken possession of to area declared surplus	Percentage of area distributed to area taken possession of	Percentage of area distributed to area declared surplus	
	1	2	3	4
Andhra Pradesh	50.57	70.93	35.87	
Assam	86.75	63.46	55.06	
Bihar	62.14	96.08	59.71	
Gujarat	42.35	13.04	5.52	
Haryana	67.98	99.47	67.62	
Himachal Pradesh	99.13	3.58	3.55	
Jammu & Kashmir	—	—	—	
Karnataka	40.38	56.20	22.69	
Kerala	67.01	65.68	44.01	
Madhya Pradesh	55.70	57.40	31.97	
Maharashtra	76.06	100.00	76.06	
Manipur	3.49	—	—	
Orissa	88.33	84.48	74.63	
Punjab	34.43	78.70	27.09	
Rajasthan	88.13	55.25	48.69	
Tamil Nadu	95.85	77.60	74.39	
Tripura	88.83	74.55	66.22	
Uttar Pradesh	92.32	89.39	82.52	
West Bengal	68.47	55.36	37.90	
Dadra & Nagar Haveli	67.86	55.56	37.70	
Delhi	51.80	100.00	51.81	
Pondicherry	40.85	86.61	35.39	
Total	68.27	69.61	47.52	

In Coloum 3 of the table is given the percentage of area taken possession of to the area declared surplus in the various States. The following States show the higher proportion than the national average of 68.27 per cent.

1. Himachal Pradesh	(99.13)
2. Tamil Nadu	(95.85)
3. Uttar Pradesh	(92.32)
4. Tripura	(88.83)
5. Orissa	(88.33)
6. Rajasthan	(88.13)
7. Assam	(86.75)
8. Maharashtra	(76.06)
9. West Bengal	(68.47)

It is hoped that in the next report (Fifth Report), the Commission would be in a position to announce that all the State Governments have not only taken possession of the area declared surplus but have also allotted the same to the needy Scheduled Castes and Scheduled Tribes and other landless labourers and weaker sections of the society.

(iii) Area distributed

The Commission notes with regret that only 18,96,042 acres out of the area taken possession of by the States have actually been distributed in the country. This comes to only 69.61 per cent of the area taken possession of and 47.52 per cent of the total area declared surplus. States which have exceeded the national percentage of 69.61 per cent are:—

1. Andhra Pradesh	(70.93)
2. Bihar	(96.08)
3. Haryana	(99.47)
4. Maharashtra	(100.00)
5. Orissa	(84.43)

6. Punjab	(78.70)
7. Tamil Nadu	(77.60)
8. Tripura	(74.55)
9. Uttar Pradesh	(70.39)
10. Delhi	(100.00)
11. Pondicherry	(86.09)

However, the position of implementation is better assessed by the percentage of area distributed to the area declared surplus in the various States|Union Territories. The names of the States|Union Territories which have exceeded the national average of 47.52 are:—

1. Assam	(55.06)
2. Bihar	(59.71)
3. Haryana	(67.62)
4. Maharashtra	(76.06)
5. Orissa	(74.63)
6. Rajasthan	(48.69)
7. Tamil Nadu	(74.39)
8. Tripura	(66.22)
9. Uttar Pradesh	(82.52)
10. Delhi	(58.81)

In the following States, the performance is extremely unsatisfactory:

1. Gujarat	(5.52)
2. Himachal Pradesh	(3.55)

(iv) Distribution of land among Scheduled Castes|Scheduled Tribes and others

In the table below is given the position of land distribution among Scheduled Castes|Scheduled Tribes and others:

	Scheduled Castes	Scheduled Tribes	Others	Total
1. Area distributed in acres	717533	272947	931688	1922168
2. Percentage of total area	37.33	14.20	48.47	100.00
3. Beneficiaries	578523	173781	624472	1376776
4. Percentage of total	42.02	12.62	45.36	100.00
5. Average land in acres distributed to a beneficiary	1.24	1.57	1.49	1.40

It would be seen from the above table that out of the total land distributed 37.33 per cent and 14.20 per cent respectively were allotted to Scheduled Castes and Scheduled Tribes persons. Further, 42.02 per cent and 12.62 per cent beneficiaries belonged to Scheduled Castes and Scheduled Tribes.

In the table below is given the Statewise percentage of distribution of surplus ceilings areas to Scheduled Castes and Scheduled Tribes and their proportion among the total beneficiaries.

Sl. No.	State/UT	% of area in acres distribution among		% of SC/ST among bene- ficiaries allotted lands	
		SCs	STs	SCs	STs
1	2	3	4	5	6
1. Andhra Pradesh		46.93	17.31	49.50	14.59
2. Assam		8.21	9.02	9.13	7.45
3. Bihar		55.90	18.80	55.91	10.75

1	2	3	4	5	6
4.	Gujarat	77.57	7.86	76.62	10.1
5.	Haryana	47.04	—	48.11	—
6.	Himachal Pradesh	69.56	4.01	66.62	6.01
7.	Karnataka	54.61	1.74	58.92	1.87
8.	Kerala	36.24	7.69	40.72	5.80
9.	Madhya Pradesh	24.80	47.80	28.50	41.63
10.	Maharashtra	32.78	18.14	31.76	20.39
11.	Orissa	30.89	43.12	33.39	39.30
12.	Punjab	48.94	—	46.76	—
13.	Rajasthan	34.39	12.64	40.08	14.73
14.	Tamil Nadu	32.46	0.02	45.84	0.04
15.	Tripura	18.02	24.21	25.21	19.39
11.	Uttar Pradesh	59.19	—	74.05	—
17.	West Bengal	41.10	19.50	41.11	19.46
18.	Dadra & Nagar Haveli	0.89	99.05	2.87	99.06
11.	Delhi	—	—	—	—
21.	Pondicherry	67.55	—	72.92	—
Average:		37.33	14.20	42.02	12.62

There are too many variables with regard to allotment of land and beneficiaries. Therefore, it is not proposed to make any comments except to say that the pattern of allotment of land to Scheduled Castes/Scheduled Tribes continued to remain more or less on the lines of previous years and there have not been any wide variations in the percentage of beneficiaries or distribution of area among Scheduled Castes/Scheduled Tribes upto the period under review.

Implementation of the scheme of financial assistance to assignees of surplus ceiling lands

2.8 In recognition of the fact that the allottees of surplus ceiling lands would mostly be those who are landless labourers without any skill or assets, the Government of India rightly introduced a Central Sector Scheme from 1975-76 for assisting the allottees with financial help to bring the allotted lands under cultivation. The scheme was to be applicable to the allottees of land distributed after 1-1-1975. Initially it was intended for areas not covered by

special programmes like SFDA, DPAP etc. In 1978-79, it was made applicable to ITDP areas and was included as Centrally Sponsored Scheme. The pattern of assistance till 1978-79 was (1) the grant of Rs. 500/- per hectare for the first two agricultural seasons for buying agricultural inputs and partly meeting consumption requirements and (2) Rs. 500/- per hectare as land development assistance half on which was loan and the other half was given as outright grant. After 1978-79, the entire amount of Rs. 1000/- was given as outright assistance to be made by the Central and State Governments on 50-50 sharing basis. From the year 1981-82, the scheme was applicable to the allottees in the entire country.

In the table below are given the details of allocations to various State Governments from 1975-76 to 1981-82 and the position of total utilisation of funds under the scheme. The total utilisation of funds is only upto the end of 1980-81 as the figures of expenditure pertaining to 1981-82 are not available. In Column 5 of the table is given the percentage of expenditure.

Progress of Central Sector/Centrally Sponsored Scheme of financial assistance to allottees of ceiling surplus land—releases and expenditure

Sl.	Name of State/UT	2	Allocations		Percentage
			3	4	
1			Rs.	Rs.	5
1.	Andhra Pradesh		2,20,08,071	1,74,02,148	79.07
2.	Assam		1,61,80,178	31,22,189	19.30
3.	Bihar		1,70,99,995	1,45,99,995	85.38
4.	Gujarat		2,72,061	97,691	35.91
5.	Haryana		23,49,211	—	—
6.	Himachal Pradesh		3,53,625	98,661	27.90
7.	Karnataka		19,20,885	5,23,648	27.26

1.	2	3	4	5
8. Kerala		44,78,196	38,88,411	86.83
9. Madhya Pradesh		22,50,169	4,53,144	20.14
10. Maharashtra		2,98,93,890	2,99,84,984	100.30
11. Orissa		96,05,997	77,38,867	80.56
12. Punjab		9,45,300	—	—
13. Rajasthan		2,14,65,718	55,81,270	26.00
14. Tamil Nadu		61,66,890	29,02,590	47.07
15. Tripura		43,835	19,435	44.34
16. Uttar Pradesh		1,64,16,848	92,46,628	56.32
17. West Bengal		1,26,20,445	15,83,404	12.55
18. Dadra & Nagar Haveli		42,322	—	—
19. Pondicherry		67,570	—	—
Total		16,41,82,206	9,72,43,065	59.23

It would be seen from the above table that the overall utilisation of funds in the country is in the order of 59.23 per cent only. No expenditure is shown to have been incurred in the States of Haryana, Punjab and Union Territory of Dadra and Nagar Haveli and Pondicherry. In the States of West Bengal, Assam, Madhya Pradesh, Rajasthan, Karnataka and Himachal Pradesh, the percentage of utilisation of funds is less than 30 per cent.

Taking into consideration the importance of assistance to the allottees of ceiling surplus land, it is evident that due care has not been shown by the State Government to enable these allottees to take benefit under this scheme and bring the lands allotted to profitable use. The Commission recommend that the Government of India may ask the Programme Evaluation Organisation of the Planning Commission to also undertake a survey and review of the working of this scheme alongwith their study on the working of rehabilitation of bonded labourers as referred in the later part of this Chapter.

On the basis of information obtained from the Ministry of Agriculture and Rural Development, a table has been devised showing Statewise number of beneficiaries who have been allotted revised surplus ceiling land as on 1982. In Column 4 is given the number of beneficiaries in 1974-75 under the revised ceiling surplus in accordance with the information published in the Commissioned's Report for the year 1974-75. In Column 5 is given the number of beneficiaries expected to have received allotment of revised surplus ceiling lands after January, 1975, and, therefore, eligible for sanction of grants, loans etc. under the above scheme. In Column 6 is given the total expenditure booked against the Government of India under the scheme and Column 7 shows per capita expenditure.

Even assuming that large number of beneficiaries were helped under their normal developmental programmes, the progress of expenditure in this scheme is very poor as would be seen from the table given below :—

Sl. No.	Name of the State/UT	No. of beneficiaries		Benefici- aries after January, 75	Total Expendi- ture	Per capita expendi- ture
		1932	1974/75			
1	2	3	4	5	6	7
					Rs.	
1. Andhra Pradesh		215377	..	215377	17402148	80.79
2. Assam		253513	7349	246173	3122189	12.68
3. Bihar		156802	5618	151184	14599995	96.57
4. Gujarat		1973	..	1973	97691	49.51
5. Haryana		5534	..	5534	..	..
6. Himachal Pradesh		4363	288	4075	98651	24.21
7. Karnataka		13120	..	13120	523648	39.91
8. Kerala		85885	11947	73938	3888411	52.59
9. Madhya Pradesh		32651	..	32651	453144	13.87
10. Maharashtra		76892	..	76892	29984984	389.96
11. Orissa		78201	181	78020	7738857	97.91
12. Punjab		3032	148	2884	..	..
13. Rajasthan		27988	699	27289	5581270	204.52
14. Tamil Nadu		40314	11132	29382	2902590	98.79
15. Tripura		1047	..	1047	19435	18.56

1	2	3	4	5	6	7
16. Uttar Pradesh		190468	..	190468	9246628	48.54
17. West Bengal		176461	13562	162399	1583404	9.72
18. Dadra and Nagar Haveli		1484	..	1484	..	..
19. Pondicherry		1012	..	1012	..	..

Source: As per Commissioner for Scheduled Castes and Scheduled Tribes Report for the year 1974-75.

Up-dating of land records and regular maintenance thereof

2.9 The Policy of the Government of India on land reforms as enunciated in the Sixth Plan document has been given in para 3.10 of the Second Report of the Commission. According to the Sixth Plan, a systematic programmes to be taken for compilation up-dating of land records, to be phased for completion within a period of five years i.e. from 1980 to 1985. It is envisaged that each cultivator would be given land records pass-book and appropriate provision will be made in the revenue laws to confer legal status on this document as proof of title and right on land. The Commission is satisfied that the Ministry of Agriculture and Rural Reconstruction have taken steps to remind the State Governments periodically on this important subject. The importance of up-dating of land records has further been emphasised by the Government by including this subject in the new 20-Point Programme according to which the compilation and up-dating of land records need to be completed with utmost urgency. The Minister for Agriculture and Rural Development in his letter dated 11-12-1982 addressed to all the Chief Ministers had emphasised adopt various measures for up-dating the land records urgently. The Commission hope that the urgency shown by the Government of India and the State Governments in this regard would be translated into action by taking adequate and timely measures for creating the regular machinery for periodically up-dating the land records so that the tenants and share-croppers who are the back-bone of agriculture in India not only receive adequate attention but are enabled to reap due benefits of developmental programmes meant for them. Absence of their names in the Revenue records come in the way of their getting credit for becoming good agriculturist for his own interest and for the interest of the country.

According to the information available from the Ministry, statutory provision now exists in almost all the States to record the names of tenants and share-croppers. Provision has been made for the revenue courts to decide whether a person is a tenant or not and the jurisdiction of civil courts has been barred. Special drives have been launched in Assam, Kerala, Gujarat, Maharashtra, Karnataka and West Bengal to record the names of the tenants and share-croppers in the record of rights. In Kerala, Gujarat, Maharashtra and Karnataka tenancies were recorded with a view to conferring ownership rights on them. The table

below gives Statewise details of the number of tenants registered.

State	No. of tenants registered
Assam	2,51,159
Gujarat	1,50,000
Kerala	24,40,000
Karnataka	4,76,000
Maharashtra	12,83,000
Tamil Nadu	4,12,280
West Bengal	11,03,000
Total	61,15,439

Minimum Wages for Agricultural Labourers

2.10 The Minimum Wages Act came into force w.e.f. 15-3-1948. The Commission note with satisfaction that review and enforcement of minimum wages in respect of agricultural labourers has been included in the new 20-Point Programme as enunciated by the Prime Minister. This shows the added importance given by the Central and the State Governments to this important question on which depends the well being of a very large group of agricultural labourers who have hitherto remained vulnerable to the harrassment and exploitation by land owing classes in the rural India. In this group the Scheduled Castes constitute 32 per cent and the Scheduled Tribes 10.19 per cent. Further, more than 50 per cent of the entire Scheduled Caste working force is constituted by landless agricultural labourers. It is for this reason that the Commission also attach the greatest importance to the question of minimum wages and its implementation.

Review of the Minimum Wages Act

2.11 In the Second and Third Reports of the Commission the general review on the subject has already been made and it is desirable only to narrate the developments which have taken place during the year 1981-82. In Annexure II are given the Statewise minimum wages for agricultural labourers as applicable on 1-3-1982.

The revision of minimum wages on a rise of 50 points in consumer's price index number was recommended by the 31st Session of the Labour Ministers' Conference held on 19-20 July, 1980. The 32nd Session of the Labour Ministers' Conference held on

August 4-5, 1981 recommended that, "A mechanism should be devised to link the minimum wages to the consumer price index numbers as has been done by some States to the extent possible so that they can be revised periodically without delay." It was also recommended that, "Appropriate criteria should be developed to ensure in a phased manner that the minimum wages do not fall below the poverty line."

The following observations are made on minimum wages in the various States as applicable on 1-3-1982.

(1) In spite of the recommendations of the 31st and 32nd Labour Ministers' Conference, the rates of minimum wages have remained unchanged in the following States from 2 to 7 years. The date of the fixation of minimum wages is shown in brackets:—

(1) Bihar (July, 1975), (2) Gujarat (5-1-76), (3) Haryana (2-1-80), (4) Maharashtra (1-11-78), (5) Meghalaya (1-3-80), (6) Rajasthan (1-1-80), (7) Tamil Nadu (15-9-79), (8) Tripura (1-12-79), (9) Chandigarh Administration (28-4-79), (10) Dadra and Nagar Haveli (15-4-76), (11) Goa, Daman and Diu (25-2-76), (12) Pondicherry (Mahe and Vanam region) (1.5.76).

However from Column 4 of the Annexure there are indications that the process of revision of the rates of minimum wages has already been initiated in most of the States and Union Territories where the rates applicable were notified before 1980.

(2) The conclusion of the 32nd Labour Ministers' Conference to devise mechanism to link the minimum wages to the consumers' price index numbers is an important landmark in the matter of fixation of minimum wages for agricultural labourers and there is no reason whatsoever for not ensuring this linkage. At present, according to the available information, minimum wages are linked with C.P.I. compiled half yearly only in the State of Madhya Pradesh. The principle of this linkage is likely to reduce unnecessary delays as indicated from the first observations made above.

(3) There is great variation in the rates of minimum wages not only from State to State but within the State itself. The extent of variation may be seen from the table below. While preparing this table the rates without meals wherever prescribed have been shown for the sake of comparison. The States are shown in the category on the basis of the lowest slab of minimum rates prevalent in the State:

Sr. No.	Slab of minimum wages	States where prevalent	Remarks
1	2	3	4
1. Upto Rs. 5/-		(1) Andhra Pradesh (Rs. 4.25 to 10/-) according to area (2) Bihar (Rs. 5/-)	

1	2	3	4
		(3) Karnataka (Rs. 5/- to 7.50) according to type of work	
		(4) Maharashtra (Rs. 4/- to 5.50) according to area	
		(5) Orissa (Rs. 5/-)	
		(6) Tamil Nadu (Rs. 5/- to 7/-) according to type of work	
		(7) Goa, Daman & Diu (Rs. 4/- to 5/-) according to type of work	
		(8) Pondicherry (Rs. 4.75 to 9/-) according to area and type of work	
2. +5/- to 6/-		(1) Gujarat (Rs. 5.50)	
		(2) Dadra and Nagar Haveli (Rs. 5.50)	
3. +6/- to 7.50		(1) Himachal Pradesh (Rs. 7.25)	
		(2) Kerala (Rs. 7.45 — 9.20) according to type of work	
		(3) Madhya Pradesh (Rs. 7/- +C.P.I. linked allowance announced every six months.	
		(4) Nagaland (Rs. 7/-)	
		(5) Rajasthan (Rs. 6.25 to 8/-) according to area	
		(6) Tripura (Rs. 7/-)	
		(7) Uttar Pradesh (Rs. 6.50 to 8.50) according to area	
		(8) Andaman & Nicobar Islands (Rs. 6.50)	
4. +7.50 to 10/-		(1) Assam (Rs. 8/- to 9/-) according to work	
		(2) Haryana (Rs. 9/- to 12/-) according to work	
		(3) Manipur (Rs. 8/-)	
		(4) Chandigarh (Rs. 9.70 to 11) according to work	
5. —10/-		(1) Punjab (Rs. 14/-)	
		(2) West Bengal—Adult (Rs. 9.58) —Child (Rs. 6.89)	
		(3) Delhi (Rs. 11.60)	

Meghalaya is the only State where the rates of minimum wages are fixed alongwith mid-day meal per day and, therefore, it has not been shown in any category above.

Enforcement of minimum wages

2.12 Mere notification of minimum wages is not enough. Actual payment of the minimum wages to agricultural workers who are not organised is more important and instances are not wanting when the agricultural landless labourers including Scheduled Castes and Scheduled Tribes had to face inhuman atrocities when they dared to demand the wages prescribed by the Government. The Commission have noted that question of enforcement of minimum

wages has been discussed in the 31st and 32nd Conference of the State Labour Ministers, and as a result of their deliberations the Ministry of Labour is evolving the Centrally Sponsored Plan Scheme with a view to strengthening the State implementation machinery at the rate of one Inspector in each block of the country. The Commission is, however, of the view that there is much to be done even after notification of minimum wages and installing the proposal machinery for its implementation. This is because the exploitation of the agricultural labourers is linked with the question of supply and demand of labour. In certain parts of the country notably Punjab, Haryana and Western Uttar Pradesh, due to rapid development of agriculture, the rates of wages for agricultural labourers have risen appreciably during the last decade, and perhaps increases in the rates of minimum wages by the State Governments have followed the actual increase due to rapid development. If the condition of agricultural labourers is actually to be ameliorated mere statutory provisions, although important in themselves, would not suffice. The Government of India and the State Governments will have to take up accelerated rate of agricultural development as a part of the programme for ameliorating the conditions of their agricultural labour force. In addition to the long term action proposed in this regard, the Commission reiterate its earlier recommendations for introduction of special schemes even during busy agricultural seasons to enable the surplus agricultural labour force to obtain work near their homes. This would also act to keep the wages in these areas at a reasonable levels without any need for intervention by the authorities implementing the Minimum Wages Act.

2.13 Further, a study conducted (by the Commission's Madras office) in Salem, Trichirapalli and Thanjavur districts in Tamil Nadu revealed lack of awareness on the part of Scheduled Castes labourers in regard to the existence of the Minimum Wages Act. Adequate measures therefore need to be taken to educate these labourers in the matter. The Commission recommend that the Ministry of Information and Broadcasting may give wide publicity to the existence of the Minimum Wages Act and the consequences of its non-observance.

2.14 The Commission also recommend intensification of Family Planning among the landless labourers specially in areas where they are surplus, through persuasion and by affording greater incentives including old age pension etc.

Bonded Labour

2.15 The Commission in its Second and Third Reports have dealt with the history of Bonded Labour and the efforts of the Government of India and the State Governments to identify, release and rehabilitate the bonded labourers after passing of the Bonded Labour System (Abolition Act), 1976 in the country.

It is only proposed to review the progress of identification, release and rehabilitation of bonded labourers in the country during 1981-82.

In the table given below is compared the number of identified, freed and rehabilitated bonded labourers as on November, 1980 and June, 1982.

Number of Identified and freed and rehabilitated bonded labourers (Position as on November, 1980 & June, 1982)

Sr. No.	State	Number of bonded labourers identified and freed			Rehabilitated		Percentage of rehabilitation	
		11/80	6/82	11/80	6/82	1980	1982	
1	2	3	4	5	6	7	8	
1. Andhra Pradesh	.	12701	13422	7386	8610	58.15	64.15	
2. Bihar	.	4218	7651	2785	4503	66.03	58.86	
3. Gujarat	.	42	63	42	62	100.00	98.41	
4. Karnataka	.	62689	62699	46418	31189	74.05	49.74	
5. Kerala	.	700	829	308	452	44.00	54.52	
6. Madhya Pradesh	.	1531	1777	58	263	3.79	14.80	
7. Orissa	.	337	15632	321	1323	95.25	8.46	
8. Rajasthan	.	6000	6047	6000	6027	100.00	99.67	
9. Tamil Nadu	.	27874	27874	27670	26964	99.29	96.74	
10. Uttar Pradesh	.	4469	8644	4469	4584	100.00	53.03	
11. Maharashtra	.		292		292		100.00	
Total	.	120561	144930	95457	84269	79.78	58.14	

It would be seen from the above table that in 1982, eleven States had identified, freed and rehabilitated bonded labourers. Maharashtra joined the list of States who now accept the prevalence of bonded labour in their States. It may further be seen that the number of bonded labourers rehabilitated has come down from 46418 in November, 1980 to 31189 in

June, 1982 in the State of Karnataka. Similarly, the number has come down to 26964 from 27670 in Tamil Nadu. The State Governments concerned should, in future, take special steps to correctly report on the progress of rehabilitation of Bonded Labourers and reconcile the obvious discrepancy in their reporting.

Centrally Sponsored Scheme for Rehabilitation of Bonded Labourers

2.16 In the third Report of the Commission details of the working of the Centrally Sponsored Scheme for rehabilitation of Bonded Labourers were reviewed.

According to the information available from the Ministry of Labour, it was proposed to rehabilitate 17,658 Bonded Labourers in 1981-82 for which the Ministry have released 2.55 crores to the various State

Governments. Progress of expenditure or the achievements of physical targets for the year 1981-82 are not available even with the Ministry of Labour.

Review of financial and physical targets—1978-79 to 1980-81

2.17 The Statewise allocation and expenditure under the scheme and the number of Bonded Labourers rehabilitated from 1978-79 to 1980-81 are given in the table below :

Name of the State	Allocation 1978-79 to 1980-81 (in lakhs of rupees)	Expendi- ture 1978-79 to 1980-81 (in lakhs of rupees)	Percentage of utiliza- tion	Bonded labourers rehabilitated/ covered rehabilitation	Per capita cost (in rupees)
	1	2	3	4	5	6
Andhra Pradesh	56.90	48.98	86.08	6774	723.06
Bihar	43.24	13.22	30.57	3052	433.16
Karnataka	142.57	14.96	10.49	15484	96.62
Kerala	2.25	1.65	73.33	170	970.59
Madhya Pradesh	17.00	1.21	7.12	58	2086.21
Orissa	16.33	8.41	51.50	854	984.78
Rajasthan	34.88	14.00	40.14	1744	802.75
Tamil Nadu	7.02	..	..	359	
Uttar Pradesh	30.00	20.00	66.67	3001	666.44
Total	350.19	122.43	34.96	31496	388.72

It would be seen from the above table that the percentage of the utilization of the funds is nil in the State of Tamil Nadu although they have rehabilitated 359 bonded labourers. In Madhya Pradesh, the percentage of utilization of funds is merely 7.12 and number of rehabilitated is 58. Although Karnataka rehabilitated 15,484 bonded labourers, it has only utilized 14.96 lakhs (10.4 per cent) of 142.57 lakhs allocated to them,

The Central Scheme for rehabilitation of Bonded Labourers envisages a provision of Rs. 4000 for rehabilitation of one bonded labourer to be shared equally between the Central and the State Governments. According to the above table the total expenditure booked against the Central Assistance comes to Rs. 122.43 lakhs for rehabilitation of 31,496 Bonded Labourers. The per capita Central assistance comes to only Rs. 388.72. In Column 6 of the above table, the per capita cost in terms of Central assistance to the States for rehabilitation of bonded labourers is shown. Even if it is conceded that some of the bonded labourers have been rehabilitated out of other schemes, the emerging position of implementation is not satisfactory. The Commission is distressed to note the tardy implementation of the Centrally Sponsored Scheme and would be looking forward to the report of the Programme Evaluation Organisation of the Planning Commission who has launched the survey to evaluate the implementation of this scheme.

The Commission hope that after the inclusion of the problems of bonded labour in the 20-Point Programme and the emphasis laid on their emancipation in the Sixth Plan, their problems will be tackled in a systematic manner. The Government of India have constituted a Central Standing Committee on Bonded, Migrant and Casual Labour under the chairmanship of the Union Minister for Labour comprising members of Parliament, representatives of the Central and the State Governments and non-official members to co-ordinate action programmes and to advise the State Governments and the Central Government on matters pertaining to this important subject. The first meeting of the Central Standing Committee was held on 13th January, 1982.

It is hoped that with the constitution of this committee the confusion which at times is noticed between the problems of bonded labourers and the migrant labourers would end and issues relating to definition of bonded labour, their identification, release and the rehabilitation would be sorted out in a manner so that the programme of rehabilitation is taken up in all seriousness and with clarity of objectives.

Migrant Labourers

2.18 The reasons for migration of labour from one area to the other can be attributed to the rapid increase in the population and work force without corresponding increase in the employment and work

opportunities in areas from where migrant labourers generally move out to more developed areas in the country, like Punjab, Haryana, Western Uttar Pradesh etc. The areas of inadequate development and surplus labour are Eastern Uttar Pradesh, Bihar, Orissa, Madhya Pradesh and Rajasthan. These are also the areas where the existence of bonded labour is more pronounced. The answer to tackle this problem besides taking action under the Interstate Migrant Workmen (Regulation of Employment and Conditions of Service) Act, 1979, is to undertake rapid and urgent measures to develop these under-developed areas. Migration of labourers from one area to the other cannot, however, be completely stopped but with foresight and proper implementation of the Interstate Migrant Workmen Act, 1979, the exploitation the migrant labourers have to face at the hands of employers and be reduced considerably if not completely eliminated. The Government of India and the State Governments need also to initiate schemes under the

normal developmental programme in these areas which would generate employment for surplus labour.

Allotment of House-Sites and Construction of Houses in Rural Areas

2.19 Provision of house-sites to the landless is to be completed during the Sixth Five Year Plan in accordance with the Sixth Plan document. The programme of house-sites to rural landless workers and housing for the economically weaker sections of the community in the urban areas are both included in the new 20-Point Programme. In the house-sites programme in the rural areas, the families of the landless workers are allotted house-sites measuring about 100 sq. yds. free of cost. These families are also being provided construction assistance by way of subsidy and/or loan at varying rates between Rs. 500/- and Rs. 6500/-. In the table below is given the pattern of assistance for construction of houses by the rural landless in the various states.

State/U.T.	Pattern of assistance			Beneficiary's contribution Rs.	(a) Readymade house provided (b) Construction done by Remarks beneficiary
	Government subsidy Rs.	Loan Rs.			
1	2	3	4	5	6
1. Andhra Pradesh	1000 1000	.. ..	nil 1250	(b) (b)	
2. Assam	1500	..	..	(b) Subsidy included cost of land also	
3. Bihar	Not indicated			(a)	
4. Gujarat	1000 250* (HUDCO/Bank)	1500	250	(a) *from Distt. Panchayat	
5. Haryana	1000	4000	..	(a)	
6. Himachal Pradesh	3750	..	1250	(b) HUDCO assistance utilised for loan	
7. Jammu & Kashmir	..	3000 (Plan funds) 3000 (HUDCO)	..	..
8. Karnataka	1500 1500	1000 ..	500 ..	(a) Janata Housing Sch. (b) Experimental low cost housing.	
9. Kerala	1000	3000	..	(b)	
10. Madhya Pradesh	500 and 18 Ball's and 50 Bomboos.	..	..	(b)	
11. Maharashtra	2000**	..	..	(a) **Rs. 300/- towards labour charges under Employment Guarantee Scheme.	
12. Orissa	1500	..	..	(a)	
13. Punjab	5500	1000	..	(a)	
14. Rajasthan	750 in kind	..	750	(b) Under another scheme a loan of Rs. 5000/- is given.	
15. Tamil Nadu	1000	2000	750	(a)	
16. Uttar Pradesh	2000 (Plains) 3000 (Hills)	Not indicated	..	(a)	
17. West Bengal	1000 to 1500 in cash and kind.			(b)	
18. Chandigarh	500	3000	..	(b)	
19. Delhi	2000	..	1000	(b)	
20. Pondicherry.	750	..	..	(b)	

(Prepared on the basis of information collected by NBO/Plan Papers)

Scheme is not in operation in Manipur, Meghalaya, Nagaland, Sikkim, Arunachal Pradesh, Lakshadweep and Mizoram.

Information from Tripura, Andaman and Nicobar Islands, Dadra and Nagar Haveli and Goa, Daman and Diu has not been received.

It would be seen from the above table that variation in the pattern of assistance from State to State is very much pronounced both in the content of Government subsidy, loan and the assumed total cost of the house.

The Commission have in its Third Report recommended that the house-sites should be of 150 sq. yds. and the beneficiary should be provided a dwelling unit of two rooms, kitchen, bathroom and a cattle shed. Such a unit is expected to cost Rs. 10,000/-. The Commission reiterate its recommendations that the State Governments should adopt a scheme for providing such dwelling units on the house-sites be-

ing allotted in the rural areas and the beneficiaries should only be required to meet about 10 per cent of the total cost of the scheme in the form of contribution towards unskilled labour. Only through such bold measures the Government of India and the State Governments should be able to translate into action the directive principles of the State policy as enshrined in the article 39 and 34 according to which the State is required to take steps to provide a decent life to the citizens of India.

2.20 In the table below is given the progress reports on house-sites and construction assistance for rural landless workers as on 31-3-1982.

Sl. No.	States	No. of families		No. of houses/ huts construct- ed
		Eligible as per Government Estimates	Allotted House Sites	
1	2	3	4	5
1. Andhra Pradesh	.	21,33,000	12,67,777(1) 1,87,863(81-82)	3,24,626 1,21,000
2. Assam	.	2,37,607	46,586	20,047
3. Bihar	.	19,58,000(2)	38,998(3) 7,30,000(12/81)	40,777
4. Gujarat	.	5,60,848	5,19,855(2/82)	1,95,654
5. Haryana	.	2,47,601	2,25,448	1,950
6. Himachal Pradesh	.	5,304	5,248	3,314
7. Jammu & Kashmir	.	20,120	5,816(9/81)	1,092
8. Karnataka	.	11,80,000	9,81,000	2,89,023
9. Kerala	.	1,48,051	46,945	24,521
10. Madhya Pradesh	.	9,13,037	7,62,000	94,205
11. Maharashtra	.	5,46,097	4,70,625	4,70,625
12. Meghalaya
13. Manipur
14. Nagaland
15. Orissa	.	5,00,000	2,11,057	15,528
16. Punjab	.	2,94,930	2,94,930	21,903
17. Rajasthan	.	10,50,000	9,49,409	36,473
18. Sikkim
19. Tamil Nadu	.	14,97,000	13,04,832(4)	98,145(4/82)
20. Tripura	.	42,650	38,307	NR
21. Uttar Pradesh	.	16,10,000	14,59,587	41,902
22. West Bengal	.	3,16,893	2,67,331(R)	81,808
Total	.	1,32,61,138	98,52,000	18,70,691

(1) Upto 12/80.

(2) State Government has intimated the figures of only 2,75,000 families.

(3) By way of regularisation under Home-Stead Tenancy Act.

(4) Information incomplete.

(R) Revised.

NR : Not reported.

The Commission is happy to note that the State Governments are making continued efforts to identify the landless labourers who require house-sites. The number of eligible persons for allotment of house-sites has increased to 1,32,61,138 from 1,18,16,213 as on 30-9-1980. Similarly the number allotted house-sites has increased from 77,92,425 to 98,52,000 during this period. The percentage of eligible allotted house-sites has increased to 74 per cent in March 1982 from 65.95 per cent in September, 1980. There has been a phenomenal increase in the number of houses|huts constructed during the last two years. The number has increased from 9,62,282 in September, 1980 to 18,82,593 by the end of March, 1982.

However, the Commission would be looking forward for positive decisions by the State Governments in the matter of minimum housing space to be allotted and the amount of assistance for construction of a decent dwelling place for the rural poor including Scheduled Castes and Scheduled Tribes.

Housing for economically weaker sections in the urban areas.

2.21 The Sixth Plan strategy in this regard is to provide 'sites and services' with a minimum structure. Many States have availed of HUDCO loan assistance for both sites and services scheme and construction of houses for the economically weaker sections. The HUDCO loans are provided at concessional rates of interest to the economically weaker sections of the community. The Statewise details of house-sites allotted by the State Governments and dwelling sanctioned by HUDCO for economically weaker sections as on 31-3-1982 are given below.

(in thousands)

Sl. No.	States/Union Territories	House-sites allotted by State Governments	Dwellings sanctioned for EWS by HUDCO	
		1	2	3	4
STATE				
1. Andhra Pradesh	1466	98		
2. Assam	47	— (96 only)		
3. Bihar	39			
	730 (i)	18		
4. Gujarat	520	122		
5. Haryana	225	12		
6. Himachal Pradesh	5	— (134 only)		
7. Jammu & Kashmir	6	2		
8. Karnataka	981	200		
9. Kerala	47	114		
10. Madhya Pradesh	762	15		
11. Maharashtra	471	20		
12. Orissa	211	24		

1	2	3	4
13. Punjab	295	28	
14. Rajasthan	949	43	
15. Tamil Nadu	1305	52	
16. Tripura	38	—	
17. Uttar Pradesh	1460	49	
18. West Bengal	267	4	
UNION TERRITORY			
1. Andaman & Nicobar	1	—	
2. Chandigarh	—	3	
3. Dadra and Nagar Haveli	1	—	
4. Delhi	12	6	
5. Goa, Daman & Diu	2	— (88 only)	
6. Pondicherry	12	— (247 only)	
Total	9852	810	

Notes:

- (i) By way of regularisation of encroachment under Homestead Tenancy Act.
- (ii) The House Sities Scheme is not being implemented in four States (Manipur, Meghalaya, Nagaland and Sikkim and 3 Union Territories Arunachal Pradesh, Laksha dweep and Mizoram).

Scheduled Caste and Scheduled Tribe beneficiaries in HUDCO Rural Housing Scheme

2.22 According to the information available in respect of the States of Andhra Pradesh, Tamil Nadu, Gujarat, Kerala and Punjab, about 91,000 units out of the sanctioned housing units of 1,38,000 i.e. about 66 per cent of the total sanctions, are for Scheduled Castes and Scheduled Tribes. In certain States like Andhra Pradesh, Kerala, there are special agencies like Andhra Pradesh State Scheduled Caste and Scheduled Tribes Co-operative Housing Societies Federation, Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes, and Kerala State Fishermen Welfare Corporation, are undertaking Rural Housing Schemes exclusively meant for Scheduled Castes and Scheduled Tribes. It has been gathered that in Punjab also 90 per cent of the houses built by the Punjab Housing and Development Board in rural areas are meant for Scheduled Castes and Scheduled Tribes. In Gujarat, it is stated to be 75 per cent. Although no definite information is available about Karnataka which has taken up the Rural Housing Programme in a very big way, the scheme is believed to have benefitted the Scheduled Castes and Scheduled Tribes people to a considerable extent as in one scheme for construction of 50,000 dwelling units sanctioned by HUDCO, in 1978-79 as many as 23,259 are reported to have been allotted to Scheduled Castes, Scheduled Tribes. This gives a percentage of 46.5.

HOUSING

2.23 In addition to the Government of India's scheme for rural house-sites|huts for landless workers introduced from the year 1971, the details of which are given above, the Ministry of works and Housing have undertaken a number of social housing schemes which are implemented by the State Governments and the Union Territory Administrations. The details of these schemes and their progress have been given in the Second and Third Report in detail. As far as the Commission is concerned, it is interested to oversee that the benefits of these schemes are also available to the Scheduled Castes and Scheduled Tribes. According to the latest information from the Ministry of Works and Housing, reservation for houses for Scheduled Castes and Scheduled Tribes are available in a number of States and schemes undertaken through other State agencies. This information is similar to the one reproduced in the Third report of the Commission. There has been no change in this regard.

The Commission reiterate that the State Housing Boards and other agencies should not only prescribe benefits available to the Scheduled Castes and Scheduled Tribes but should also collect information so as to enable the Commission to see that actual benefits are taken by the members of the Scheduled Castes and Scheduled Tribes against reserved dwellings built under schemes by them through assistance from the HUDCO and the Government of India.

Schemes exclusively sanctioned for Scheduled Castes and Scheduled Tribes by HUDCO

2.24 During the year under report, HUDCO sanctioned eleven housing schemes at a loan commitment of Rs. 7.60 crores specifically meant for the benefit of Scheduled Castes and Scheduled Tribes in the States of Andhra Pradesh and Kerala as per details given in the following table.

State/Agency	No. of schemes	Loan amount (Rs. in crores)	Dwellings sanctioned
1	2	3	4
Andhra Pradesh			
Andhra Pradesh Scheduled Castes/ Scheduled Tribes Housing Societies Federation	4	3.00	20,000

	1	2	3	4
Kerala				
Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes Limited.		7	4.60	22,200
Total	..	11	7.60	42,200

Regular built up of information pertaining to houses meant for SC/ST people in HUDCO Schemes

2.25 HUDCO has taken some initial steps to build up information pertaining to the benefits made available to the Scheduled Castes and Scheduled Tribes under schemes undertaken by various States Boards/Agencies. They have carried out the modification in its loan application form in order to enable it at loan application stage itself to know the extent of houses being reserved for Scheduled Castes and Scheduled Tribes in HUDCO sanctioned schemes. However, this alone will not be sufficient. They will also have to prescribe submission of regular information by the various agencies regarding actual benefits given to Scheduled Castes and Scheduled Tribes persons before giving any consideration to further loan applications of the concerned boards. In the table below is given Statewise dwellings sanctioned by the HUDCO and reserved for Scheduled Castes and Scheduled Tribes during April to June, 1981.

State	No. of dwellings sanctioned by HUDCO	Dwellings reserved	Per cent dwellings reserved
Andhra Pradesh	12852	2236	17%
Assam	—	—	—
Bihar	—	—	—
Gujarat	3042	304	10%
Haryana	1977	145	7%
Himachal Pradesh	—	—	—
Jammu & Kashmir	—	—	—
Karnataka	7958	1432	18%
Kerala	10000	1000	10%

It is hoped that the Ministry of Works and Housing and the authorities of HUDCO would ensure that the interests of Scheduled Castes and Scheduled Tribes are safeguarded by prescribing regular flow of information as a pre-condition for sanction of loans to various States/agencies.

Statement showing the increase/reduction of area declared surplus in various States between 1980—1982

Sr. No.	Name of the State/Union Territory	Area declared surplus			
		1982	1980	(+)	(-)
1. Andhra Pradesh	.	879601	1023298	(—)	143697
2. Assam	.	584592	573493	(+)	1109
3. Bihar	.	237590	238216	(—)	62
4. Gujarat	.	146510	47514	(+)	98996
5. Haryana	.	28231	20973	(+)	725
6. Himachal Pradesh	.	94187	93951	(+)	236
7. Jammu & Kashmir
8. Karnataka	.	279209	129448	(+)	149761
9. Kerala	.	120614	414283	(—)	293669
10. Madhya Pradesh	.	256666	255424	(+)	1242
11. Maharashtra	.	370193	367972	(+)	2221
12. Manipur	.	1029	352	(+)	677
13. Orissa	.	137219	132958	(+)	4261
14. Punjab	.	46563	30493	(+)	16070
15. Rajasthan	.	264939	245844	(+)	19095
16. Tamil Nadu	.	80971	73041	(+)	7930
17. Tripura	.	1827	1961	(—)	134
18. Uttar Pradesh	.	282884	279905	(+)	2979
19. West Bengal	.	164767	140704	(+)	24063
20. Dadra and Nagar Haveli	.	8958	8967	(—)	9
21. Delhi	.	722	722	(+)	(—)0
22. Pondicherry	.	2560	2527	(+)	33
Total	.	3989832	4082046	(—)	92224

Statement showing progress in the implementation of revised ceiling laws

(Area in acres)

State/Union Territory	Area declared surplus	Area taken possession of	Area distributed	No. of beneficiaries
1	2	3	4	5
Andhra Pradesh .	8,79,601	4,44,874	3,15,568	2,15,377
Assam .	5,84,592	5,70,186	3,21,886	2,53,513
Bihar .	2,37,590	1,47,643	1,42,867	1,56,802
Gujarat .	1,46,510	62,058	8,093	1,973
Haryana .	28,231	19,192	19,092	5,534
Himachal Pradesh .	94,187	93,371	3,344	4,363
Jammu & Kashmir .	..	..	..	..
Karnataka .	2,79,209	1,12,761	63,373	13,120
Kerala .	1,20,614	80,828	53,091	85,885
Madhya Pradesh .	2,56,666	1,42,973	82,072	32,651
Maharashtra .	3,70,193	2,81,586	2,81,586	76,892
Manipur .	1,029	36	..	..
Orissa .	1,37,219	1,21,218	1,02,415	78,201
Punjab .	46,563	16,032	12,618	3,032
Rajasthan .	2,64,939	2,33,496	1,29,009	27,988
Tamil Nadu .	80,971	77,618	60,237	40,514
Tripura .	1,827	1,623	1,210	1,047
Uttar Pradesh .	2,82,884	2,61,164	2,33,463	1,90,468
West Bengal .	1,64,767	1,12,818	62,460	1,76,461
Dadra and Nagar Haveli .	8,958	6,079	3,378	1,484
Delhi .	722	374	374*	..
Pondicherry .	2,560	1,046	906	1,012
Total .	39,89,832	27,23,976	18,96,042	13,66,317

*Area distributed to institutions/societies.

ANNEXURE-III

Statement showing State-wise minimum wages in Agriculture (for unskilled workers) as on 1-3-1982 as reported by State Governments/U.T. Administrations.

Name of the State	Date from which effec- tive	Rate of wages	Remarks
1	2	3	4
Central Government	15-9-1980	Rs. 5.10 to 7.50 according to areas.	Draft proposals for further revision were notified on 19-11-81.
Andhra Pradesh	7-2-1981	Rs. 4.25 to 10.00 per day according to areas.	
Assam	28-12-1981	Rs. 8.00 to 9.00 per day without meals or Rs. 7.00 per day with one meal according to occupation.	
Bihar	July, 1975	*Rs. 4.50 with one meal/nasta in unirrigated areas and Rs. 5.00 without meal/nasta in irrigation areas.	Draft proposals for further revision issued on 24-10-1981.
Gujarat	5-1-1976	Rs. 5.50 per day.	Advisory Committee has been appointed on 5-9-1980 to advise further revision of minimum wages.
Haryana	2-1-1980	Rs. 7.50 to Rs. 10.00 per day with meals or Rs. 9.00 to Rs. 12.00 per day according to type of work.	Proposals for fresh revision are under consideration.
Himachal Pradesh	1-1-1982	Rs. 7.25 per day.	
Jammu and Kashmir	..	Minimum wages have not been fixed so far.	
Karnataka	1-3-1982	Rs. 5.00 to Rs. 7.50 per day according to class of operation & type of land.	
Kerala	1-8-1980	Rs. 7.45 per day for light work and Rs. 9.20 per day for hard work.	A Committee was constituted on 30-10-81 to advise the Government on further revision of minimum wages.
Madhya Pradesh	1-1-1982	Rs. 7.00 plus special allowance per day linked to CPI compiled half-yearly.	
Maharashtra	1-11-1978	Rs. 4.00 to Rs. 5.50 per day according to areas.	Advisory Committee has been constituted on 11-3-81 to advise further revision.
Manipur	1-11-1980	Rs. 8.00 per day.	
Meghalaya	1-3-1980	Rs. 7.50 with mid-day meal per day.	
Nagaland	11-2-1981	Rs. 7.00 per day.	State Government is considering revision of minimum wages.
Orissa	December, 1980	Rs. 5.00 per day.	

*Minimum wages in Bihar are fixed in kind according to areas and type of land but where wages are paid in cash these should not be less than those stated above.

1	2	3	4
Punjab	1-1-1982	Rs. 11.00 per day with meals or Rs. 14.00 per day without meals.	
Rajasthan	1-1-1980	Rs. 6.25 to Rs. 8.00 according to areas.	
Sikkim		Minimum Wages Act, 1948 has not been extended.	
Tamil Nadu	15-9-1979	Rs. 5.00 to Rs. 7.00 per day according to type of operations except in East Thanjavur where wages rates have been fixed under the Tamil Nadu Agricultural Labour Fair Wages Act, 1969.	Committee is being constituted for further revision of minimum wages.
Tripura	1-12-1979	Rs. 7.00 per day.	
Uttar Pradesh	9-1-1981	Rs. 6.50 to Rs. 8.50 per day according to Zone.	
West Bengal	For Octo- ber, 1981 to Septem- ber, 1982	Adult—Rs. 9.58 per day. Child—Rs. 6.89 per day.	
Andaman and Nicobar Islands	1-10-1980	Rs. 6.50 per day.	
Arunachal Pradesh	..	Minimum Wages have not been fixed so far.	
Chandigarh Administration	28-4-1979	Rs. 7.70 to Rs. 9.00 per day with meal or Rs. 9.70 to Rs. 11.00 per day according to nature on works.	Draft proposals to revise minimum wages have been notified on 14-9-1981.
Dadra and Nagar Haveli	15-4-1976	Rs. 5.50 per day.	Advisory Committee to suggest further revision of minimum wages have been constituted.
Delhi Administration	1-3-1982	Rs. 11.60	
Goa, Daman and Diu	25-2-1976	Rs. 4.00 to Rs. 5.00 per day according to class of work.	Draft proposal to revise minimum wages have been notified on 6-2-1981.
Mizoram	..	Fixation of minimum wages in agriculture is under consideration.	
Pondicherry :			
(i) Mahe and Vanam region,	1-5-1976	Rs. 4.75 to Rs. 9.00 per day according to areas and nature of work.	
(ii) Pondicherry & Karaikal.	24-1-1981	Rs. 5.00 to Rs. 7.80 per day according to areas and nature of work.	Further Proposals notified for revision in Karaikal region on 12-1-1982.
Lakshadweep	..	There is no agricultural worker in the Union Territory.	

CHAPTER-III

ECONOMIC DEVELOPMENT

The alleviation of poverty and the uplift of the down-trodden has been given some importance since the beginning of the planning process in this country. Each successive Five Year Plan has laid greater emphasis on this. Unfortunately, as the Sixth Plan (1980—85). Document itself admits despite a perceptible increase in per capita income during the last three decades, "the incidence of poverty in the country is still very high". The ultimate criterion for poverty, even from a commonsense viewpoint, would be the purchasing power of a family, in other words, its per capita expenditure capacity. The Sixth Plan (1980—85) delineates a poverty line of Rs. 65 per person per month at 1977-78 prices in rural areas and Rs. 75 in urban areas, corresponding to a minimum daily calorie need of 2400 calories per person in rural areas and 2100 in urban areas. The planning Commission have further updated the poverty line figure at 1979-80 prices to Rs. 76 in rural areas and Rs. 88 in urban areas.

3.2 It has been estimated, on this basis, that 50.82 per cent of the rural population and 38.19 per cent of the urban population lived below the poverty line in 1977-78. This constituted 48.13 per cent of the total population. In total terms, out of an estimated 303 million people below the poverty line as many as 252 million were in rural areas, a clear indication of the "rural nature" of those below the poverty line in India. The problem of poverty is therefore extremely acute, so much so that the Planning Commission set up, in March 1981, a high level Export Group on Programmes for the Alleviation of Poverty under the Chairmanship of Dr. M.S. Swaminathan. The report of this group acknowledges that poverty in India is of a "very large magnitude and it is obvious that the growth of the economy and the pattern assumed by India's development has thus far failed to have any significant impact on numbers which cannot but be considered as disturbingly large."

3.3 Among these needy millions, again, the plight of the Scheduled Castes and Scheduled Tribes may perhaps be considered to be the worst. The total number of persons belonging to the Scheduled Castes as per the 1971 Census was 800.05 lakhs and the population of Scheduled Tribes was 388.37 lakhs. Even on a simple ratio basis, the number of Scheduled Castes and Scheduled Tribes below the poverty line would therefore work out to be of the order of 305 lakhs and 140 lakhs respectively. However, it would be more appropriate to keep in view the fact that there is a higher concentration of Scheduled Caste and Scheduled Tribe people in rural areas than in our towns and cities and that they are definitely not

just poor, but almost entirely among the poorest of the poor.

3.4 There are certain fundamental areas of economic and social activity which would give a true picture of the poverty among the Scheduled Castes and Scheduled Tribes when compared to those who do not belong to these castes or tribes. One such indicator is the occupational structure. 1971 Census figures show that 72.06 per cent of the country's total working force is engaged in agriculture (including cultivators, agricultural labourers, livestock, forestry and allied activities) which itself shows the rural bias of our work force. But the agriculture work force among Scheduled Castes is 81.80 per cent of their total workers and for Scheduled Tribes this is as high as 92.97 per cent. Though the total percentage of Scheduled Castes and Scheduled Tribes in the population of the country is roughly 22.5 per cent, this group covers 41.85 per cent of the agriculture work force. If as already stated earlier, 84 per cent of those below the poverty line are rural folk—and since there is a nexus between poverty and rural life—then the poverty of the Scheduled Castes and Scheduled Tribes would obviously be more acute than the others. Even more pertinent is the position with regard to agricultural labour. As many as 52 per cent of all Scheduled Castes workers and 33 per cent of all Scheduled Tribes workers were agricultural labourers, while of all non-Scheduled Caste|Scheduled Tribe workers, only 20 per cent were agricultural labourers. This averaged out the national position as 26.31 per cent of the total work force being agricultural labour. On a more significant plane, the tragedy of the Scheduled Castes and Scheduled Tribes is the fact that for every 100 non-Scheduled Caste|Scheduled Tribe agricultural labour there were as many as 72 belonging to these castes and tribes.

3.5 The Scheduled Caste and Scheduled Tribe families obviously earn less per person. Their need to send more members of a family to work is indicative of this. Out of all Scheduled Caste female workers, 72 per cent Scheduled Caste women workers are engaged as agricultural labour and 49 per cent Scheduled Tribe women workers are labourers. The All-India average is 50 per cent. Though the percentage of agricultural labour among Scheduled Tribe women is about the same as the national figure, it should be remembered that because of their habitat, they are very largely employed in forestry, livestock etc. and even mining jobs which the Scheduled Caste women or non-Scheduled Caste|Scheduled Tribe

women do not have to do. In the Scheduled Castes and Scheduled Tribes we have the "poorest of our poor".

3.6 Land holding patterns would also throw light on the nature of rural poverty. In 1976-77, about 44.50 million holdings, comprising 55 per cent of all holdings were marginal ones, that is covered less than one hectare each, with an average holding of one acre. As many as 72.6 per cent of agriculturists held less than two hectares each and accounted for only 23.5 per cent of the total operated area. At the other end of the spectrum, 3 per cent farmers held over 10 hectares each covering 26.3 per cent of the total area. Since, as already mentioned, 72 per cent of all agricultural labour belong to the Scheduled Caste|Scheduled Tribe category, far out of proportion to their total population percentage, it is also obvious that whatever land holdings these persons have, would be marginal, even within one acre in most cases, or, at best, small holdings. In fact, the Scheduled Castes form only 10 per cent of all cultivators. About 12 per cent of the tribal population in fact, practice shifting (or "Jhoom") cultivation, a primitive low yield form of agriculture.

3.7 The distribution of wealth in rural India is highly disproportionate. While the richest 10 per cent people held 51 per cent of the assets, the poorest 10 per cent people held as dangerously little as 0.1 per cent. The lowest 30 per cent, including the 10 per cent mentioned earlier, own only 2 per cent of the total assets. This highly skewed pattern is even more disturbing when it is realised that nearly all rural Scheduled Caste|Scheduled Tribe people would fall within this lowest 30 per cent group.

3.8 In the urban areas, the Scheduled Castes mainly those in traditional family occupations fell under the industrial worker category of "household industry" as part of the manufacturing, processing, servicing and industry sector. They formed 15 per cent of all workers in this group, which corresponds to their percentage in total population. But in the same sector, under "other than Household Industry" the percentage of Scheduled Castes was a little over 9 per cent. In trade and commerce, only 4 per cent were Scheduled Castes while perhaps the 'coolies,' 'hamals', 'chowkidars' and the like made up the main Scheduled Caste group among the workers in the "Transport, Storage and Communication" sector, forming 11 per cent of the total work force in this field. Since the urban Scheduled Tribe population was only about 13 lakhs, there is little need here to analyse their position, but then it is not in any way better than that of the Scheduled Castes. They work mainly in semi-urban areas as mine or quarry workers.

3.9 Urbanisation, however much one may dislike the term, is a valuable indicator of economic change. The urban Scheduled Caste population in 1971 was 95.56 lakhs and that of Scheduled Tribes was 12.94 lakhs. The urban population not belonging to Scheduled Castes and Scheduled Tribes was 982.64 lakhs. This gives a rural to urban ratio of 7 : 1 for Scheduled Castes, 28:1 for Scheduled Tribes and 3:1 for persons

not belonging to Scheduled Castes and Scheduled Tribes. Since the percentage of persons below the poverty line in rural areas is higher than in urban areas, it would be clear that lower urbanisation among Scheduled Caste|Scheduled Tribe persons also means much larger number of them live below the poverty line. Perhaps, their negative distance from the poverty line is also more than for others.

3.10. Though no exact data can be available, it would appear that the benefits of industrialisation too have by-passed the Scheduled Castes and Scheduled Tribes.

3.11 Education levels, reflected in literacy rates would show the backwardness of the Scheduled Castes and Scheduled Tribes. This is not merely a social problem, but has direct economic repercussions, since higher productivity through human resources development is an obvious economic phenomenon. As against a literacy rate of 33.80 per cent in 1971 (excluding Scheduled Castes and Scheduled Tribes) the rate for Scheduled Castes and Scheduled Tribes was 14.7 per cent and 11.30 per cent respectively. However the most distressing feature is low female literacy rates. Only 6.44 per cent of Scheduled Caste women and 4.85 per cent of Scheduled Tribe women are literate as against the All-India figure of 22.25 per cent of non-Scheduled Caste|Scheduled Tribe women. In some areas, the rate is even as low as 0.2 per cent. Economic emancipation of Scheduled Caste|Scheduled Tribe women is hardly possible till they are more educated.

3.12 An indication of the position of the Scheduled Castes and Scheduled Tribes in the country's economy and the benefits accruing to them can be got from data pertaining to institutional financing agencies. The problems of institutional finance has been dealt with at length in the following paragraphs because it is not possible for budgetary funding to bring in suitable changes in the economic structure of the country, and if alleviation of poverty (and a break with the traditional money lender) is to be of any reality then institutional finance has to play an absolutely key role in this attempt.

3.13 As in June 1981 the total number of borrowal accounts in priority sector lending of all 20 public sector banks was 135.99 lakhs. Of this as many as 22.86 lakhs were accounts held by Scheduled Caste|Scheduled Tribe persons, corresponding to a reasonable 16.81 per cent share. However, the total amount outstanding against Scheduled Caste|Scheduled Tribe accounts was Rs. 385.16 crores which was only 4.33 per cent of the total outstandings of Rs. 8861.42 crores. It is clear even from this that what aid the Scheduled Caste|Scheduled Tribe people have received for their economic betterment is much less than that received by other sections of society. The priority sector outstanding to Scheduled Castes and Scheduled Tribes under small scale industry was Rs. 41.11 crores for 1,62,254 accounts. This meant that in June 1981 each Scheduled Caste|Scheduled Tribe account had a loan of only Rs. 2534 to be repaid. As against this,

the All-India picture of small scale industry is that 8,43,890 units had total outstandings of Rs. 3350.79 averaging Rs. 39,701 per unit, and excluding the Scheduled Castes and Scheduled Tribes, this average (that is for non-Scheduled Caste|Scheduled Tribe category) was as high as Rs. 48,525. It is clear that while persons belonging to other sections of society owned most of the real industrial units and were assisted to a large extent by banks, the poor Scheduled Castes and Scheduled Tribes were engaged in petty craftsmanship such as cobbling, pottery, blacksmithy, and a very tiny industries which did not require much capital. It can easily be surmised for want of proof to the contrary, that the Scheduled Castes and Scheduled Tribes have not been getting as much loan as would be necessary to set up production units on their own. It is obvious that the poor Scheduled Castes|Scheduled Tribes person is not aware of and not able to avail of institutional finance for bettering his lot. The banks also must become enthusiastic in their rural lending programmes. This position would also imply that a much greater degree, than existing at present, of governmental help, through better technical education and training, is necessary in building up the skills of the Scheduled Castes and Scheduled Tribes. For retail trade and business 2,611 Scheduled Castes|Scheduled Tribe account holders had Rs. 32.25 crores outstanding at an average of Rs. 1257 per loan, and 15,67,772 non-Scheduled Castes|Scheduled Tribes account holders enjoyed an outstanding of Rs. 645.25 crores averaging Rs. 4116 per account, nearly 3-1/2 times the loan available to the Scheduled Castes and Scheduled Tribes.

3.14 A similarly interesting picture emerges out of the data on priority sector lending for agriculture. The Scheduled Caste|Scheduled Tribe loan account holders numbered 13,40,447 for direct agricultural lending and 2,84,930 for indirect agricultural lending. The non-Scheduled Castes|Scheduled Tribe number of accounts were 71,55,163 and 9,17,919 respectively. A Scheduled Caste|Scheduled Tribe agriculturist had, on an average, an outstanding loan of Rs. 1845 for loans given directly and Rs. 1199 under indirect loan for agriculture against Rs. 3784 and Rs. 9716 for the non-Scheduled Castes|Scheduled Tribe persons. The recent directives of the Reserve Bank of India to the public sector banks, following instructions from the Ministry of Finance is that the banks should take an active part in financing IRDP lending, where 30 per cent of the beneficiaries are now expected to belong to the Scheduled Castes.

3.15 The IRDP caters mostly for creation of assets and income generation in the sector of agriculture and allied services. The quantum of assistance envisaged is also quite high and the average loan component would be of the order of Rs. 1500/- per beneficiary. Most of the IRDP beneficiaries, especially those belonging to the Scheduled Castes and Scheduled Tribes are landless and this is reflected in the lending pattern, where average direct financing is only about Rs. 185 per Scheduled Caste|Scheduled Tribe person whereas for indirect financing (i.e. more for allied

services rather than crop loan etc.) the average loan was nearly Rs. 1200/-. The effect of governmental schemes and regulations may be seen in this. Interestingly for persons other than Scheduled Castes and Scheduled Tribes, the average loan for direct agriculture was nearly Rs. 4100/- as against less than Rs. 640/- for indirect agriculture. This is just the opposite of the Scheduled Caste|Scheduled Tribe profile and convincingly reflects not only the general land holding bias in favour of non-Scheduled Caste|Scheduled Tribe, but also that even landholders among Scheduled Castes|Scheduled Tribes are only marginal farmers. Another aspect that emerges is that of under financing. A loan of Rs. 185 for a Scheduled Caste|Scheduled Tribe person as against Rs. 4100 for non-Scheduled Caste|Scheduled Tribe could imply that the SC|ST persons were underfinanced. If we remember that a normal crop loan is about 500 per acre the lending data could also reflect the pitiable average holding of 1 acre for 44.5 million agriculturists and that Scheduled Caste|Scheduled Tribes landowners perhaps hold even less than 1 acre on an average.

3.16 A more distressing picture as well as a confirmation of the above would be available from the following table of outstanding loan amounts in the priority sector for Scheduled Caste|Scheduled Tribe borrowers as compared to the total average.

Total Priority Sector	December 1980	June 1981
Total number of borrowing accounts	129.80 lakhs	135.00 lakhs
Number of Scheduled Caste/Scheduled Tribe borrowing accounts	20.71 lakhs	22.86 lakhs
Total loan outstanding	Rs. 785200 lakhs	Rs. 886142 lakhs
Loan outstanding against Scheduled Caste/Scheduled Tribe borrowers	Rs. 33900 lakhs	Rs. 38516 lakhs
Percentage of Scheduled Caste/Scheduled Tribe accounts to total	15.96%	16.81%
Percentage of Scheduled Caste/Scheduled Tribe loan outstanding to total	4.32%	4.35%

Though the percentage of Scheduled Caste|Scheduled Tribe borrowers has increased, meaning, thereby that there has been a steady rise in the number of Scheduled Caste|Scheduled Tribe persons assisted as compared to others, the lending to them has remained almost stagnant, with an increase of only 0.03 per cent. In other terms, for priority sector lending, as the outstanding amount for every non-Scheduled Caste|Scheduled Tribe account in December 1980 was Rs. 6887, while the outstanding amount in June 1981 was Rs. 7559, an increase of nearly 10%. As against this, the average outstanding loan for Scheduled Caste|Scheduled Tribe borrowers was Rs. 1637 in December 1980 and Rs. 1685 in June 1981, representing an increase of only 2.93 per cent over the six-month period. This would demonstrate

the lower financing—perhaps under-financing for Scheduled Caste/Scheduled Tribe borrowers as compared to others, and that only the number of accounts have been increasing steadily without adequate finance being received by this class of people.

3.17 Under the differential rate of interest scheme the total number of accounts at the end of June 1981 was 2746583 with an outstanding of Rs. 22746.00 lakhs. Of this Scheduled Caste/Scheduled Tribe accounts numbered 1282435 with an outstanding amount of Rs. 104.90 crores.

3.18 The performance of public sector banks has been improving over the last few years, thanks to specific directives by the Reserve Bank of India, but even then there is a note of hesitancy and also greater need for sympathy towards the weaker sections of society especially the Scheduled Castes and Scheduled Tribes.

3.19 The problems faced by the Scheduled Castes and Scheduled Tribes are indeed enormous. As without their economic emancipation their social position can hardly improve. On 12th March, 1980 the Prime Minister herself wrote to all Chief Ministers (and Governors of States under President's Rule) "to convey.....the deep concern of the Government of India about the problems of the Scheduled Castes, and the high priority we attach to the task of their rapid socio-economic development."

3.20 The Prime Minister also wrote to her Cabinet colleagues requesting them to ensure that their Ministries drew up and implemented special schemes for the development of Scheduled Castes and Scheduled Tribes and set apart funds for this purpose through Special Component Plans and Tribal Sub-Plans as part of each Ministry's Annual Plan and Five Year Plan.

3.21 The concern expressed by the Prime Minister is perhaps an articulation of the apprehension of right thinking people that not enough was being done for the Scheduled Castes and the Scheduled Tribes. The Government have, no doubt, developed over the years certain schemes which are meant for the alleviation of rural poverty in general and for helping the Scheduled Castes and Scheduled Tribes, in particular, within the ambit of these schemes. This is in addition to the benefits specially proposed for them through the Special Component Plan for the Scheduled Castes, the Tribal Sub-Plan for Scheduled Tribes, and the allocation for Backward Classes in Central and State Plans. As yet there appears to be something lacking, something almost undefinable which will need identifying and ruthless extermination. A brief review of some of these poverty alleviation schemes is attempted in the following paragraphs, though the Special Component Plan and the Tribal Sub-Plan have been dealt with separately and in some detail later in the Chapter.

3.22 There are two basic ways to improve the standards of living of the rural poor. One is to bring this improvement through area development schemes,

building up infrastructure, generating employment potential, raising productivity and creating general awareness of growth and of the potential for development. The other method would be a specific, schematic, beneficiary-identified and benefit-oriented effort. The experience has been that our planning process cultivated the earlier type of programmes to start with, but even then the benefits did not seem to accrue very much to the Scheduled Castes and Scheduled Tribes, and not even perhaps to the poorest among other castes. As a result, later schemes were more beneficiary and family-oriented, with specific targets to fulfil and with a definite predilection for the Scheduled Castes/Scheduled Tribes. Even here the benefits have not been as large as were anticipated, but the shift in emphasis is clear.

3.23 This shift is well summarised in the words of the Expert Group on Programmes for Alleviation of Poverty. "A number of specific developmental measures were taken on national as well as area-specific scale in the country-side to improve the conditions of living, raise productivity, improve the levels of consumption and create more employment. In this context, the Community Development, National Extension Service and Panchayati Raj of the Fifties have provided the foundation for later developments. The Intensive Agriculture District Programme (IADP) or the package programme as it was popularly known and the Intensive Area Development Programme (IAAP) were taken up in the Sixties with the specific objective of raising farm output. In later developments, Small and Marginal Farmers Development Programmes, Drought Prone Area Programme, Desert Development Programmes and Food for Work Programme of the seventies constituted a more direct attack on the problem of rural poverty. The minimum needs programme attempted to raise the level of social consumption of the poor people and thus supplemented production-based schemes designed to raise the incomes and output of individuals Scheduled Castes and Scheduled Tribes who constituted some of the most disadvantaged poverty groups were also sought to be helped through Special Component Plans and Tribal Sub-Plans." (Para 2.4 of the Report of the said Group).

3.24 The most direct programme and therefore the most important is, of course, the Integrated Rural Development Programme which received a major thrust on October 2, 1980 when it was expanded in a big way to cover all 5011 blocks in the country. A family with an annual income below Rs. 3500/- from all sources is considered to be below the poverty line. As the Ministry of Rural Development states, "the target group consists of the poorest among the poor in the rural areas namely, Scheduled Castes, Scheduled Tribes, agriculture and non-agriculture labourers, rural artisans, marginal and small farmers and those who are living below the poverty line." The definition of the poverty line here is somewhat different from that mentioned at the beginning of this Chapter but this is perhaps for making the concept of poverty and the poverty line easily understood along the administrative hierarchy. It would be relevant to note, however,

that for an average family of five the annual income of Rs. 3500 amounts to only Rs. 58 per capita per month. This is as against Rs. 75 which the Planning Commission describes as the poverty line. But even if all those below the Rs. 58 line are covered, a great deal would be achieved.

3.25 The IRDP has an allocation of Rs. 1500 crores for the Sixth Five Year Plan of which half is to be borne by the State Governments. The scheme is to give assistance in kind and managerial/technical help to enable a person to generate a higher income through the newly received asset(s) which he should continue to nurture and further improve his economic position. A large number of bankable schemes are possible, and the banking sectors have to provide the main finance, with the Governmental subsidy ranging mainly from 25 per cent to 33½ per cent and going up in the case of tribals to even 50 per cent. This means that there is a need for about Rs. 3000 crores credit input from banks over a five year period. This is especially important since the Government of India have taken a very welcome decision to direct that at least 30 per cent of the resources provided by way of subsidy and loans should go to the Scheduled Caste and Scheduled Tribe families. The minimum target of coverage of Scheduled Caste and Scheduled Tribe families was also raised in 1981-82 from the earlier 20 per cent of the total number of families to be covered to 30 per cent. This should imply that out of about Rs. 300 crores of subsidy and Rs. 600 crores of loan in an ideal year where the full target of beneficiaries is achieved, the Scheduled Caste/Scheduled Tribe share would be at least Rs. 90 crores subsidy and Rs. 180 crores loan.

3.26 As already mentioned, the average priority sector loan outstanding against a Scheduled Caste/Scheduled Tribe person is only Rs. 1685; it is highly unlikely that the era of under-financing can be removed at a short notice to achieve a loaning level of about Rs. 6000 per person which is what the IRDP would envisage. It would be worthwhile for the Ministry of Rural Development, along with the Ministry of Finance (Banking Division) and the Reserve Bank of India to improve the institutional finance element in the IRDP. Perhaps greater delegation of financial powers to local bank managers for the purposes of IRDP with the special attempt to remove red-tapism for Scheduled Caste and Scheduled Tribe beneficiaries would help. The positioning of responsible officers by each bank solely for this programme at the district level could be considered, as also vesting the district lead bank officer with more powers to "enforce" a minimum performance by each bank.

3.27 The IRDP, excellent as it is in theory, appears to suffer from one other difficulty. An essential requirement in the IRDP is the development of infrastructure and marketing facilities—Rural roads, rural market centres, veterinary dispensaries, bank branches in remote areas—a whole host of facilities should ideally have come up by now. It is partly true, as has been claimed, that the country and its poor people could hardly have waited for the creation of such infrastructure and that these would automatically develop. But

it is perhaps even more true that the beneficiaries of scheme are mainly the poorest Scheduled Caste/Scheduled Tribe and other rural people, ignorant and unable to fend for themselves—target group which needs much more nursing than others. Besides, the lack of infrastructure and marketing facilities does result in non-realisation of the full benefit of assets given to a beneficiary. The lack of infrastructure also acts as a genuine deterrent to bankers who often consider and not without reason—that without readily available facilities a project is not bankable.

3.28 The IRDP has, despite these weaknesses, been a boon to many poor people. Among the Scheduled Castes and Scheduled Tribes the scheme should be particularly welcome. In 1980-81 out of 2.77 million families helped under the IRDP (including the old SFDA applicable in some places) 6,81,475 families belonged to Scheduled Castes and Scheduled Tribes. In 1981-82, the information available till September, 1982 shows that out of 2.83 million beneficiaries, 9,82,005 belonging to Scheduled Castes and Scheduled Tribes. The increase in the ratio of Scheduled Castes and Scheduled Tribes to the total is welcome. The total 1981-82 allocation for IRDP was Rs. 300.66 crores of which the Central allocation was Rs. 153.36 crores. It is also creditable that as much as 84 per cent of the allotted funds had been released in the first half of the year, a rare phenomenon. Even the term credit mobilised is Rs. 484.65 crores which is an excellent effort by the banks considering their earlier performances in this regard. 1981-82 would mark the first year of the countrywide programme and a definite improvement in emphasis and effort. It is hoped that various bottlenecks and constraints in this otherwise excellent scheme would be removed very soon and through constant monitoring and improvements the benefits of the scheme are brought fully to the rural poor, especially the poorest belonging to Scheduled Castes and Scheduled Tribes.

3.29 Another scheme which is extremely worthwhile is the National Rural Employment Programme. Since 76 per cent of the people live in rural areas, problems of unemployment and, perhaps more so, of under employment are essentially to be tackled in rural areas. The food for work programme had been introduced with this basic objective, but in October 1980 it was replaced by the National Rural Employment Programme (NREP). The scheme offers a daily wage (including a good component if grains are available) to the rural poor whose physical labour, coupled with an element of technical and material aid by governmental agencies, helps to create durable assets in rural areas—schemes of afforestation, land development, soil conservation, minor irrigation, drinking water wells, the construction of rural link roads, schools, dispensaries, community centres and so on. This scheme if linked up properly with the IRDP at the district level can indeed help in creating some of the infrastructure needed for the IRDP. But there appear to be some difficulties. The NREP has a ceiling on the materials component, that is 33 per cent of the total cost of the programme, with 40 per cent in any particular work. This is because it is an employment generation programme and the larger part of the cost

must go towards wages. However, it is suggested that a tie up between IRDP and NREP be made, and at least on an experimental basis, those works which are directly for IRDP infrastructure and for Scheduled Caste/Scheduled Tribe development covered, if necessary, have a higher materials component, say 50 per cent or even 60 per cent, provided the total expenditure on such works is not more than a certain percentage of the overall expenditure. By this a rural veterinary dispensary could be constructed where regular departmental funds are not forthcoming. Or even a building could be constructed, like an extra-large community centre, which could house a branch of a regional rural bank where no bank earlier existed. These works could be developed into the IRDP project and a part of the NREP earmarked for this purpose. Apart from the specific earmarking for Scheduled Castes and Scheduled Tribes already built into the NREP, a further earmarking for IRDP would further help these castes and tribes as also others who form the lowest economic strata of the society. Among other deficiencies in the NREP there is the shortage of technical staff at the district level and in the local panchayati raj institutions which make sufficient careful planning and monitoring of the scheme difficult. There also appears to be some scope for malpractices, since the works have to be carried out in remote areas unless a bigger staffing pattern, with stronger checks and controls down the line, is sanctioned.

3.30 The NREP created in 1980-81 a total of 4208.11 lakh mandays. In 1981-82 this came down to 3588.91 lakh mandays. The exact reason for this is not known. However it is seen that certain States such as Bihar, Haryana, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh, among others, have reduced their employment generation. The southern States together seem to have registered a massive growth. In 1981-82 the scheme utilised 2.08 lakh metric tonnes out of 3.12 lakh metric tonnes made available. Under the cash component Rs. 285.10 crores were spent during the year. But a special feature of NREP is that while the scheme is not individual beneficiary oriented, only for Scheduled Castes and Scheduled Tribes is an element of personal benefit allowed. For example, improvement to Scheduled Caste colonies (Harijan colonies) is a recommended project and this would automatically improve a Scheduled Caste person's personal dwelling house. Besides, 10 per cent of funds of the programme have been earmarked for utilising on programmes of direct benefit of the Scheduled Castes and Scheduled Tribes. But the achievement against this norm is not easily known except that some quantification is done with regard to drinking water wells. However the tabulation of the Ministry of Rural Development of the physical achievements of NREP, as available with this Commission, gives one item of the achievements as "Drinking Water Wells etc. for Scheduled Castes/Scheduled Tribes". What types of work is covered by the "etc." is not clear but 90,325 such works were completed in 1981-82. Andhra Pradesh did 72482 of these and but for that State's claim, the total picture would have been quite different. However in all fairness, it should also be mentioned that till 1980-81 no such data was apparently being collected, and the effort, from 1981-82, to monitor the

projects for Scheduled Castes and Scheduled Tribes is highly commendable. It may be added that the Programme Evaluation Organisation of the Planning Commission has evaluated the percentage of Scheduled Castes and Scheduled Tribes beneficiaries in the NREP as 42 per cent and 13 per cent respectively.

3.31 The general relevance of the scheme to Scheduled Castes and Scheduled Tribes is obvious. However merely an earmarking of a portion of the funds for the benefit of Scheduled Castes and Scheduled Tribes as at present, is not enough. After all, there are obvious limitations as mentioned above in deciding what work is of benefit to only Scheduled Castes and Scheduled Tribes and what is useful to others also. The departmental officer-in-charge of a particular work often does not also, at present, keep the aspect of Scheduled Castes/Scheduled Tribes benefits in view. It would therefore be worthwhile for the Government of India to issue orders that the schemes under NREP, should have an even more definite bias towards helping the Scheduled Castes and Scheduled Tribes. The programme in its area approach could be more concentrated in areas with a preponderance of Scheduled Caste/Scheduled Tribe population. Within a village, the area inhabited by the Scheduled Castes and/or Scheduled Tribes could get priority. In addition, a larger earmarking of funds than the 10 per cent at present could be thought of for the Scheduled Castes and Scheduled Tribes.

3.32 Other schemes of rural development are also important to the extent that, hopefully, the Scheduled Castes and Scheduled Tribes, would get their due share in them, but they certainly do not have the immediacy of the IRDP and NREP where the direct participation of and benefit to individual, poor, Scheduled Caste/Scheduled Tribe persons is the key word. The Drought Prone Area Programme, the Desert Development Programme, etc. have an area approach and therefore less effective in directly benefiting an individual though their role in infrastructure development cannot be over-emphasised.

3.33 The Minimum Needs Programme has been a highlight of our planning process since 1974-75. The programme, with a earmarking of a part of the Plan allocations in certain sectors, covers elementary education, rural health, rural water supply, rural roads, rural electrification, distribution of housesites and a degree of free housing for rural agriculture labourers, improvement of urban slums and nutrition. This is obviously expected to help the Scheduled Castes among the rural poor and also some Scheduled Tribes not covered by the ITDP's. With an allocation of Rs. 5807 crores for the Sixth Plan period (1980-85), the earmarking in 1981-82 was Rs. 817.53 crores for the States and Rs. 31.57 crores for the Union Territories. The Central Sector had a Minimum Needs Programme of Rs. 155.7 crores bringing the total outlay to Rs. 1004.8 crores. The revised outlay was Rs. 2.2 crores less at Rs. 1002.6 crores. Out of the total Plan size of Rs. 8551.58 crores for the States and Union Territories, their Minimum Needs Programme represented 10 per cent of the Plan.

3.34 The two special programmes recently introduced, the Special Component Plan for the Scheduled

Castes and the Tribal Sub-Plan for the Tribal areas have been individually dealt with later in this Chapter. But the original Plan programmes for the development of Backward Classes need mention.

3.35 The State Sector allocation for Backward Classes in the Sixth Plan is Rs. 720.30 crores in the following break-up:

(Rs. in lakhs)

Sl. No.	State/UT	1980-85 outlay	1980-81		1981-82 outlay
			outlay	Anticipated expendi- ture	
1. Andhra Pradesh	.	20074.00	987.00	987.25	1600.00
2. Assam	.	1100.00	157.00	157.00	200.00
3. Bihar	.	3200.00	498.00	498.00	550.00
4. Gujarat	.	8000.00	1456.00	1456.00	1530.00
5. Haryana	.	825.00	172.00	171.95	180.00
6. Himachal Pradesh	.	450.00	60.00	53.00	77.00
7. Jammu & Kashmir	.	279.00	46.00	46.00	50.00
8. Karnataka	.	4200.00	422.00	471.00	470.00
9. Kerala	.	2500.00	433.00	670.00	435.00
10. Madhya Pradesh	.	4000.00	652.00	652.00	690.00
11. Maharashtra	.	6000.00	705.00	686.46	900.00
12. Manipur	.	250.00	41.00	41.60	45.00
13. Meghalaya	.	2.00	..	0.30	..
14. Orissa	.	1400.00	180.00	180.00	200.00
15. Punjab	.	3200.00	389.00	130.00	130.00
16. Rajasthan	.	550.00	130.00	130.00	130.00
17. Sikkim	.	90.00	18.00	18.00	18.00
18. Tamil Nadu	.	8030.00	935.00	1353.00	1435.00
19. Tripura	.	841.00	125.00	125.00	145.00
20. Uttar Pradesh	.	3229.00	645.00	645.00	675.00
21. West Bengal	.	2680.00	400.00	775.00	500.00
Total (States)		70900.00	8451.00	9505.60	10255.00
1. Andaman & Nicobar Islands	.	4.00	4.00	3.68	0.50
2. Chandigarh	.	100.00	20.71	17.36	22.00
3. Delhi	.	696.00	90.00	90.70	121.00
4. Goa, Daman & Diu	.	60.00	9.00	9.25	10.00
5. Pondicherry	.	260.00	51.00	55.35	50.00
Total (UTs)		1130.00	174.71	176.34	203.50
Grand Total		72030.00	8625.71	9681.94	10458.50

3.36 The State Government and Union Territories together had a Plan allocation in 1981-82 of Rs. 104.59 crores for the development of Backward Classes of which Rs. 2.04 crores pertained to the Union Territories and the rest to the States. As against this the expenditure incurred was expected to be Rs. 107.96 crores by the States and Rs. 2.81 crores by the Union Territories.

3.37 The Sixth Plan outlay in the Central Sector for the Development of Backward Classes is

Rs. 229.50 crores for Scheduled Castes and Rs. 10.50 crores for Scheduled Tribes, totalling Rs. 240.00 crores. This was for the Central Sector Schemes mentioned earlier. In addition Rs. 600 crores for the Special Central Assistance to Scheduled Castes (Special Component Plan additive) and Rs. 470.00 crores as Special Central Assistance for Tribal Sub-Plan have been allocated for the same period, i.e., 1980-85. The total Sixth Plan allocation for the Development of Backward Classes in the Central Sector works out therefore to a substantial Rs. 1310.00 crores. The equivalent outlay for 1981-82 was Rs. 245 crores.

3.38 There are 9 Centrally Sponsored Schemes for which an amount of Rs. 45.00 crores was allotted in the 1981-82 Annual Plan. (This was against an anticipated expenditure of Rs. 38.26 crores of 1980-81 representing an increased allocation by 11.73 per cent). As against the Plan allocation of Rs. 45.00 crores the anticipated expenditure in 1981-82 was Rs. 49.97 crores.

The break up of the provision is as follows :

	(Rs. in crores)		
	1980-81 Anticipa- ted expendi- ture	1981-82 outlay	1981-82 Antici- pated expendi- ture
<i>10% Central Assistance</i>			
Post-matric scholarships	20.00	22.00	27.00
Aid to Vol. Organisations	1.25	1.40	1.38
<i>5% Central Assistance</i>			
Pre-matric scholarships	0.31	1.65	1.65
Book banks for SC/ST	0.30	0.55	0.55
Girls Hostels	1.45	2.75	2.69
Coaching & Allied Schemes	0.50	0.60	1.60
Machinery for implementation of Civil Rights Act	2.00	2.00	2.00
Scheduled Caste Development Corporation	12.00	13.25	13.35
Research & Training	0.45	0.80	0.75

3.39 There was also a provision in the Backward Classes Sector of the Central Plan for 1981-82 of Rs. 110 crores towards the Special Central Assistance to Scheduled Castes in other words, the Central Assistance for the Special Component Plan and Rs. 85 crores towards Central Assistance for the Tribal Sub-Plan.

3.40 Out of the 9 Central schemes in the Backward Classes Sector 2 are totally funded by the Central Government and 7 require certain matching contribution by the States. Of all these schemes, the one most important for the economic development of Scheduled Castes and Scheduled Tribes is the extremely important scheme of capital contribution to the States' Scheduled Castes and Scheduled Tribes Development Corporations. The Sixth Plan allocation for Central investment in these Corporations is Rs. 65.00 crores of which Rs. 13.01 crores were invested in the first year of the Plan (against Rs. 14.00 crores invested by the States) and Rs. 13.25 crores were allotted

in 1981-82. These Corporations have been set up in 17 States and with the States keeping control, investment is shared by the Centre and the States in a 49 : 51 ratio. The total investment by the Central Government in these Corporations till 1981-82 was approximately Rs. 40 crores. In 1981-82 major changes were made in the lending programmes of these Corporations. Earlier these Corporations could give margin money loan assistance for schemes with a non-recurring cost upto Rs. 6000. Besides a scheme of grant-in-aid on matching basis was introduced for promotional and loan recovery activities, with a ceiling of certain percentage of the cumulative Central Assistance.

3.41 The Centre also has the following Sixth Plan allocations which basically go towards the development of hill tribes, including Scheduled Tribes:—

	(Rs. in crores)		
<i>Special Area Programme</i>			
(i) For Hill areas	.	.	560
(ii) For Tribal areas	.	.	470 (TSP aid)
(iii) For N.E. Council Schemes	.	.	340
			1370

3.42 Again, out of Rs. 13995 crores of Central Assistance for the normal State Plan, Rs. 3245 crores is reserved for eight special category States, Assam, Himachal Pradesh, Jammu and Kashmir, Manipur, Meghalaya, Nagaland, Tripura and Sikkim. Since these are largely tribal areas, the total aid for tribal development can be taken to be proportionately higher. Even here, for Himachal Pradesh, Manipur, Meghalaya, Sikkim, Tripura, Nagaland, Laddakh area in Jammu & Kashmir and the hill areas of Assam, the Central Assistance is in the form of 90 per cent grant and 10 per cent loan instead of the usual 30:70 grant to loan ratio.

3.43 It should be appreciated that a large chunk of India's development effort through welfare programmes does indeed go for the benefit of Scheduled Castes and Scheduled Tribes, and that the emphasis towards this has received a boost in the Fifth and Sixth Plan periods. The per capita expenditure on Scheduled Castes and Scheduled Tribes, according to Government calculations, furnished to the Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes has been as follows :

(Rs. per capita)

Sl. No.	Plan	Scheduled Castes			Scheduled Tribes		
		State	Centre	Total	State	Centre	Total
1.	First Plan	1.17		1.17	10.43		10.43
2.	Second Plan	4.27	1.19	5.47	12.49	9.98	22.47
3.	Third Plan	4.09	2.24	6.33	9.95	7.01	16.96
4.	1966-69	2.16	3.18	5.34	3.21	7.63	10.84
5.	Fourth Plan	5.57	3.45	9.02	8.84	12.17	21.01
6.	Fifth Plan (1974-79)	19.03	8.47	27.51	227.94	50.77	278.71
7.	1979-80	34.23	3.30	37.53	109.78	20.04	129.82
8.	Sixth Plan (1980-85) outlay	516.51	103.69	620.20	911.65	133.47	1045.12

3.44 However, it should be remembered that the apparent spurt is partly the result of direct earmarking of funds, through new budgeting and accounting procedures, for the Tribal Sub-Plan and, later, for the Special Component Plan. The table above shows, in fact, that the per capita expenditure on Scheduled Tribes had gone up in the Fourth Plan period, under the States from Rs. 8.84 to a phenomenal Rs. 227.94 in the Fifth Plan (1974—79) and even in the Central Plans from Rs. 12.17 to Rs. 50.77 in the same period. The increase for Scheduled Castes in the corresponding period is not as steep. The State sector appears to reflect mainly this demarcation of the Tribal Sub-Plan, while the Central sector increase is more "genuine", as it is principally a direct additive to the Tribal Sub-Plan.

3.45 The total direct allocation for 1981-82 for Scheduled Castes and Scheduled Tribes can be roughly considered to be of the order of Rs. 1650 crores in the following break up :

States Special Component Plan outlay .	Rs.638 crores
Central Special Component Plan additive	Rs.110 crores
State Tribal Sub-Plan outlay	Rs.567 crores
Central Tribal Sub-Plan additive	Rs. 85 crores
Backward Classes Sector Central	Rs. 45 crores
Backward Classes Sector States	Rs.104 crores
Central Special Component Plan (approximately)	Rs. 75 crores
Central Tribal Sub-Plan (approximately)	Rs. 25 crores
 Total	Rs.1649 crores
or	Rs.1650 crores

3.46 It is necessary at this stage to point out that while the States have by and large made the Tribal Sub-Plan a regularly quantified, budgeted part of its Plan, some States are yet to budget the Special Component Plan separately. They are expected to do so by 1983-84 or soon thereafter. But the Central Ministries have lagged behind in comparison. For the Tribal Sub-Plan eleven Ministries have made only a tentative quantification, and for the Special Component Plan only three. Even though a recommendation of the coordination committee was made even in 1978 that Central Ministries should earmark 10 per cent to 15 per cent of their total funds for the Scheduled Castes and Scheduled Tribes, very little has been done in this direction. In fact it is imperative that this process is quickened, and the desire of the Prime Minister in her letter referred to earlier in this Report should be kept in view by all the Ministries.

3.47 1981-82 would be remembered for the new 20-Point Programmes of the Prime Minister. In the new programme announced on 14th January, 1982, there is a special emphasis, in Point No. 7 on the need to "accelerate programmes for the development of Scheduled Castes and Tribes". This concern has to be adequately reflected in Government activities; the significance of 1981-82 lies, in fact, in this increase in emphasis. The Planning Commission's own acceptance at the very same time that poverty alleviation programmes need further improvement and their sug-

gestions for the same in the Report of the Expert Group on Programmes for Alleviation of Poverty, February 1982, would hopefully add to this effort. It is to be hoped that 1981-82 would be the start of a massive genuine effort in the economic development of the Scheduled Castes and Scheduled Tribes.

SPECIAL COMPONENT PLAN FOR SCHEDULED CASTES

3.48 The Special Component Plan for the Scheduled Castes was launched by the Government of India in the year 1979-80, as the measures taken up in the first five years were in the nature of welfare schemes and the total resources devoted to this programme varied from 0.6 per cent to 1.8 per cent of the total public sector outlays. These had not had the desired impact in improving the conditions, particularly economic, of the Scheduled Castes. The main reason for this situation was the tendency to simply supplant general developmental investments intended for the Scheduled Castes as well by the meagre funds provided under the Backward Classes Sector. The strategy of the Special Component Plan, as is now well known, was that all the developmental sectors will set apart funds proportionate to the Scheduled Castes population in each State/Union Territory. The approach was strengthened by the additionality of the Special Central Assistance provided by the Ministry of Home Affairs. While dealing with the objectives and strategy for the development of backward classes, the Sixth Five Year Plan inter-alia states that "The major objectives of the Sixth Plan (1980—85) is to wage an all out war on poverty and mobilise all our latest energies for the creation of a more dynamic and more equitable society. This will be achieved only if the Scheduled Castes/Scheduled Tribes who constitute the bulk of the poorer sections of the population receive their due share from the Plan programmes. In view of this, Special Component Plan will be formulated as.....". The Special Component Plans of the States/Union Territories consist in identifying existing schemes, which can directly and gainfully benefit the Scheduled Caste families, and also earmarking of the funds from the Sectoral Plans.

3.49 During 1979-80, the year of launching the Special Component Plan, the Special Component Plan was prepared by 17 States and 1 Union Territory viz. Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Punjab, Rajasthan, Tripura, Uttar Pradesh, West Bengal and Union Territory of Pondicherry. In the year 1980-81, the Special Component Plans were prepared by 18 States and 2 Union Territories (addition Tamil Nadu and Union Territory of Delhi). The information furnished by the Ministry of Home Affairs indicates that 19 States (addition Sikkim) and 3 Union Territories (addition Chandigarh) have prepared Special Component Plan for the welfare of Scheduled Castes during the year 1981-82 Jammu & Kashmir and Union Territory of Arunachal Pradesh, Dadra and Nagar Haveli and Goa Daman & Diu had not formulated a Special Component Plan. In these 22 States/Union Territories Sixth Plan funds to the tune of Rs. 4465.17 crores which is only 9.53 per cent had been earmarked under the Special Component Plan for Scheduled Castes as compared to their

population percentage of 13.83. In the States of Assam, Himachal Pradesh, Punjab, Sikkim, Tripura, Uttar Pradesh, West Bengal and Union Territories of Chandigarh and Delhi the flow of funds under the Special Component Plan was less than half of per-

tage of their Scheduled Caste population.

3.50 The table below indicates the State-wise Plan outlays and funds earmarked for Special Component Plan by the States and Union Territories during 1980-81 and 1981-82 :—

(Rs. in crores)

Name of State/Union Territory	%age of SC population	1980-81			1981-82		
		Total Plan outlay	S.C.P.	%age	Total Plan outlay	S.C.P.	%age
1	2	3	4	5	6	7	8
Andhra Pradesh	13.27	451.00	44.10	9.77	531.31	49.29	9.27
Assam	6.24	178.87	1.74	0.97	210.00	3.07	1.06
Bihar	14.33	425.00	36.18	8.51	560.00	49.51	8.84
Gujarat	7.08	502.50	23.82	4.74	632.00	25.06	3.96
Haryana	18.89	240.50	28.51	11.85	290.00	32.66	11.26
Himachal Pradesh	23.34	86.00	6.79	7.91	100.00	10.93	10.98
Karnataka	14.60	352.00	59.95	17.03	419.00	52.23	12.51
Kerala	9.38	240.00	17.28	7.20	275.00	20.18	7.33
Madhya Pradesh	13.81	530.62	40.29	7.59	640.43	41.13	6.43
Maharashtra	12.77	801.24	22.76	2.83	1080.10	42.01	3.94
Manipur	1.53	37.00	0.49	1.32	43.00	0.82	1.90
Orissa	15.07	221.05	15.99	7.23	275.00	28.11	10.61
Punjab	24.71	284.00	28.57	10.05	340.34	19.25	5.65
Rajasthan	16.36	325.00	40.10	12.33	340.00	30.68	9.02
Sikkim	4.52	—Not Prepared—			23.13	0.27	1.16
Tamil Nadu	17.81	382.62	67.75	17.70	514.00	78.89	15.34
Tripura	12.39	35.00	1.90	5.42	45.00	2.91	6.46
Uttar Pradesh	21.62	850.00	61.12	7.19	1023.00	95.85	9.36
West Bengal	20.09	672.37	38.51	5.72	638.00	42.44	6.65
Delhi	15.64	120.38	10.44	8.67	164.00	9.60	5.35
Chandigarh	11.30	19.00	—Not prepared		20.00	0.53	2.65
Pondicherry	15.46	13.10	1.55	11.83	14.00	2.26	16.16
Total	13.83	6787.49	547.84	8.07	8177.31	637.76	7.79

3.51 It is seen that during 1981-82 the State of Manipur and Union Territory of Pondicherry have allotted more funds as compared to the proportionate percentage of Scheduled Caste population, while the State of Andhra Pradesh, Bihar, Gujarat, Haryana, Karnataka, Kerala, Madhya Pradesh, Orissa, Rajasthan and Tamil Nadu have allocated more than half of the percentage of Scheduled Caste population but in the States of Assam, Himachal Pradesh, Maharashtra, Punjab, Sikkim, Tripura, Uttar Pradesh, West Bengal and Union Territories of Chandigarh and Delhi, the percentage of allocation was less than half of the percentage of their Scheduled Caste population.

Implementation of the Programme

3.52 The Government of India have been giving from time to time detailed directions to the State Governments/Union Territory Administrations regarding the manner of implementation of the Special Component Plan and suggestions about the new schemes etc. that can be incorporated into the Plan. The Special Component Plan prepared in the States/Union Territories are annually discussed in the Planning Commission. In

view of these exercises the State Governments/Union Territory Administrations are expected to comprehensively indicate the targets achieved under various sectoral programmes and the extent to which such benefits have enabled the Scheduled Caste families to cross the poverty line, alongwith financial achievements.

3.53 In order to assess the implementation of these programmes the Commission had asked for the details of achievements sectorally from the States and Union Territories. This information has not been received. The information available with the Ministry of Home Affairs also indicates only the sectoral outlays and not the actual achievements. This information may be seen at Annexure-IV.

3.54 A study of the Special Component Plan documents in respect of some States also brings out other aspects of implementation. This information is given below. Further, the findings of two evaluation studies conducted by the Government of Uttar Pradesh, referred to elsewhere in this Chapter are also significant.

(i) *Andhra Pradesh* : The impact of the socio-economic programmes under the Special

Component Plan is not clear from the plan document as there is no mention about the total number of families enabled to cross the poverty line during 1981-82. A system of providing a complete package of programmes which will enable the Scheduled Caste families to cross the poverty line has also not been clearly introduced. It is, however, felt that proper advice should be rendered to Scheduled Caste entrepreneurs for setting up the right type of industrial activities. In case of leather industry the endeavour should be that the entire benefits go to the Scheduled Castes as this industry is dominated by the Scheduled Castes. The proposal of opening health sub-centres under "Health & Family Welfare" programme in the areas predominantly inhabited by Scheduled Castes is a new endeavour of the State Government to provide health care services promptly.

(ii) *Assam* : In their Special Component Plan the State have not taken any package of schemes for the Scheduled Castes. It is extremely doubtful whether a single scheme would be adequate to enable the Scheduled Caste family to cross the poverty line. It is, therefore, necessary to take up a suitable package schemes to provide incremental income to the Scheduled Castes. There is apparently some overlapping in the coverage of families assisted under different programmes. In the same way, health survey should be carried out to identify various problems of the different occupational groups, particularly scavengers, agricultural labourers and fishermen etc. and to take suitable programmes under the 'Health' sector. As regards water supply programme, all Scheduled Caste bastis are required to be taken up for providing drinking water as a time-bound programme.

(iii) *Bihar* : The Special Component Plan of the State emphasizes on the programmes, like primary level education, development of communication, provision of potable drinking water and other family oriented economic schemes. It was observed that the sectoral allocations have not further broken down to schematic programmes and progress achieved under different programmes was not clear. For agricultural workers, where the major component of the Scheduled Caste workers are engaged, a package of programmes has not been properly formulated. Further, due to poor tie up of arrangements with banks adequate coverage against quantified 46 per cent under Integrated Rural Development programme could not be made. For the artisan classes among the Scheduled Castes and other vulnerable sections, specific programmes do not appear to have been drawn up.

(iv) *Gujarat* : The scheme for giving milch cattle has been by and large successful, but unfortunately the consequences of the scheme

has made the Scheduled Caste landless workers further dependent on the rural high caste people for fodder and putting them at a disadvantage. It is felt that a scheme for providing green fodder in villages for landless is a must. The scheme for Ambar Charkha which was expected to be an important programme has failed to provide an independent source of income. There is also need to pay special attention to modernise scavenging, flaying and tanning etc. to remove the stigma of untouchability attached to these occupations. Scheduled Caste bastis which have very poor sanitation should be provided proper sanitation facilities.

(v) *Himachal Pradesh* : It is essential to adopt a systematic approach for taking up the 'Animal Husbandry' programme under Special Component Plan in the State. Firstly, it needs to be ensured that only those families who have the means to feed and keep the cattle etc. are given animals and then marketing arrangements for the sale of milk, eggs, etc. also need to be tied up. In the absence of these arrangements the money spent will not yield the required result. The schemes under 'village and small industries' are no doubt good but such schemes are likely to benefit either the non-scheduled castes or at most only a few elite amongst them unless the Scheduled Castes are trained in various crafts/professions.

(vi) *Kerala* : There are several schemes which were included in the Special Component Plan for 1980-81 but have not been brought into the Special Component Plan for 1981-82. All schemes taken up in 1980-81 which can be continued in 1981-82 should have received the highest priority. The State Government have got a composite and umbrella scheme in the agriculture sector namely, Agricultural Development of the Scheduled Castes and Scheduled Tribes. All the developmental needs of Scheduled Caste cultivators are covered under this scheme. This is a very good and useful scheme and care should be taken that the needs of the Scheduled Caste cultivators are fully taken into account and covered by this programme. This scheme will also serve as a guide for other States. The Government may examine the feasibility of introducing similar approach in respect of programmes relevant to agricultural labourers.

(vii) *Maharashtra* : Each selected family should be given the entire package including land development, inputs supplies etc. and the farmers holding upto six acres of land would be assisted under the proposed scheme. In this, priority should be given to small and marginal farmers and the definition of small and marginal farmers as in Integrated Rural Development Programme should be followed.

(viii) *Orissa* : Mere allocation of funds on the basis of the Scheduled Caste population is not enough. The programme content should differ for the Scheduled Castes, e.g. fertilizer is of no use for a Scheduled Caste person who has no land. Given the allocation, specific schemes, such as, rural tube wells and sanitary wells, village link roads, to connect Scheduled Caste bastis, handloom, etc. geared to assist the Scheduled Castes should be taken up. The scheme for modernisation of looms is well conceived and beneficial to Scheduled Caste weavers.

(ix) *Rajasthan* : In the scheme under Animal Husbandry/Dairy Development a cluster approach of Scheduled Caste families with back-up services should be provided for direct, quick and adequate benefit to the targeted families. So far as the programme of "education" is concerned, schools should be opened in Scheduled Caste bastis if there are no schools in the neighbourhood. Emphasis should be laid on schools for improving attendance and retention. For further educational development some special coaching in secondary stages is also necessary.

(x) *Uttar Pradesh* : In Animal Husbandry sector animal of good breed should be procured. The possibility of involving Scheduled Caste farmers in a breeding programme for supply of milch animals should be considered by the State Government. Milch cattle scheme should be taken up in clusters and only in plains where there is a good demand for milk. For the poultry scheme a unit of at least 50 birds is necessary. After gaining experience the number of birds could be gradually increased. Further a van should be provided to groups of Scheduled Castes to cater to their marketing requirements. Other common facilities and back up services also should be provided. Under the Horticulture and Fruit Utilisation Programmes, alternative sources of income should be provided to the Scheduled Caste farmers as some fruits have a long gestation period. Vegetable production and fruit preservation should also be included in the Special Component Plan. It is a general experience that the Scheduled Caste workers employed in cottage industries would prefer to work in their own places and would not be keen to shift to any industrial estates. Some funds could be earmarked for worksheds near the houses of the Scheduled Castes and provision of grants and loans could be made. The scheme should be suitably modified to be included in the Special Component Plan. There is also need and scope for providing a cabin bunk for road side cobblers with necessary tools and equipments and working capital on a massive scale, covering all road side cobblers. Under the state minor irrigation scheme 15 per cent of the tube wells should be located in areas where 51 per cent or more

of the command area belongs to the Scheduled Castes.

3.55 The absence of any reliable information about actual achievements makes it difficult to assess the impact and success of the Special Component Plan. In all cases the columns of achievements give out the same figures as those in the columns regarding targets. The Commission also have the impression that as soon as the scheme is sanctioned, generally late in the financial year, the necessary financial allocations are transferred to various corporations, cooperative bodies and other agencies and the targets are considered to have been achieved. For instance, they came across a case where the provision for irrigation wells made nearly two years ago had been reported as utilised while the irrigation well were actually being dug.

3.56 Another vital dimension of the programme that is the adequacy of assistance for economic development may also be looked into. It is a fact that in most of the States/Union Territories the Scheduled Castes do not generally have adequate land and the Scheduled Castes are being assisted under the Animal Husbandry programmes like poultry, goatery, horticulture, fisheries and dairy farming. It has been noted that in some States Scheduled Caste families were being given five animals and one male animal, under the goatery development scheme. As a matter of fact this was not a viable economic unit, but the scheme was being pushed through in this manner, because the commercial banks participating in the Integrated Rural Development Programme were hesitant to advance funds to support these programmes. Similarly under dairy programme, in most of the States only one milch animal is being provided to the beneficiary family without the slightest consideration whether this would enable the family to cross the poverty line. With one animal there is obviously no continuity of milk production and during the dry spell of the animal, the beneficiary had to maintain and feed the animal. In poultry, a hundred bird unit is considered to be the minimum but a large number of Scheduled Caste families had been given poultry units comprising 25 and 50 birds. In due course all the above schemes will only furnish another evidence to prove how the Scheduled Castes community frittered away the financial assistance given to them. In some States Special Component Plan mention even schemes like introduction of yoga classes in the schools, community radio and television, home for the destitute and dharmashalas. No doubt the schemes are good, but it is felt that they do not represent an optimum use of resources earmarked for the benefit of these disadvantaged classes. It is a clear indication that the schemes for the development of Scheduled Castes included in the Special Component Plan are neither formulated scientifically with an eye on the local resources and skills of the beneficiaries, nor were the schemes backed by necessary follow up action which is the hallmark of a proper and well organised delivery system.

3.57 In many cases the financial provision made under the Special Component Plan in different sectors has not even been further divided among the different specific schemes. In other words, the Special Component Plan remained only a pre-determined percentage

of the State Plan without any effort to identify the schemes and make the implementing agencies in the field aware of its real objectives.

3.58 The importance of Minimum Needs Programme intended to look after certain vital sectors of development has already been referred to. Assuming that the earmarked share of the Minimum Needs Programme flows to the Scheduled Castes and Scheduled Tribes, this benefit should be quite substantial. But, experience shows that the benefits have not gone to the Scheduled Castes to the extent necessary. In this regard Karnataka and Uttar Pradesh have issued instructions that all the benefits which go to a village, whether a drinking water well, a school building or a community centre should be constructed as far as possible in or at least near the "Harijan colony". Such instructions should be issued by all States/Union Territories and its implementation monitored.

Special Central Assistance

3.59 With a view to accelerating the development of the Scheduled Castes, the Government of India provide Special Central Assistance to the Special Component Plan of the States. The Special Central Assistance is conceived as an additive to the States' programmes. In order to enable its use in an elastic manner the Special Central Assistance is not released on any schematic basis. The quantum of such assistance is also regulated through some criteria, for example, 40 per cent of Special Central Assistance is distributed among States on the basis of population, 10 per cent on the basis of relative backwardness and 50 per cent on effort-based criteria, such as, (i) coverage of Scheduled Caste families in the State by composite economic development programme in the Special Component Plan; (ii) percentage of Special Component Plan to the Annual Plan compared to the Scheduled Caste population percentage in the State; (iii) Schemes/programmes for

specially vulnerable groups of Scheduled Castes, namely, civic sanitation workers (sweepers and scavengers), bonded labourers; and (iv) performance in the implementation of the Special Component Plan, Minister of State for Home Affairs in his letter to the Chief Ministers advised that all the departments should keep in view the principles of (a) utilisation of the Special Central Assistance in conjunction with other resources available or that can be made available for income generating economic development schemes and programmes, and (b) optimal and cost-effective utilisation of the Special Central Assistance, so that the largest possible number of Scheduled Caste families in the various occupational categories are enabled to cross the poverty line with available funds. More detailed guidelines/instructions in this regard were issued to the concerned Departments by the Joint Secretary, Ministry of Home Affairs in December, 1981.

3.60 The Special Central Assistance was introduced for the first time in March, 1980 with a token provision of Rs. 5 crores. There is a Sixth Plan outlay of Rs. 600 crores for such assistance. In their last report the Commission had pointed out that the provision of Rs. 600 crores in the Sixth Plan towards Special Central Assistance is inadequate taken into account the size of the Scheduled Caste population (14 per cent), their economic and social backwardness and the scanty attention that they have received during the earlier plans. The matter regarding the increase in quantum of Special Central Assistance was taken up with the Ministry of Home Affairs by the Commission. Action taken in the matter has not yet been intimated by the Ministry.

3.61 The table below shows the allocation of Special Central Assistance for the Sixth Plan and the amounts released to the States by the Government for the year 1980-81 and 1981-82 :

Sl. No.	State/UT	Tentative allocation 1980-85	(Rs. in lakhs)	
			S.C.A. released during 1980-81	S.C.A. released during 1981-82
1	2	3	4	5
1. Andhra Pradesh	.	4044.00	734.00	741.00
2. Assam	.	642.00	97.00	99.30
3. Bihar	.	6072.00	1013.00	967.32
4. Gujarat	.	1290.00	220.00	240.71
5. Haryana	.	1272.00	230.00	241.71
6. Himachal Pradesh	.	552.00	86.00	105.88
7. Jammu & Kashmir	.	230.00	..	..
8. Karnataka	.	2946.00	567.00	650.70
9. Madhya Pradesh	.	4074.00	622.00	747.47
10. Kerala	.	1386.00	262.00	262.25
11. Maharashtra	.	4350.00	645.00	643.77
12. Manipur	.	20.00	4.00	2.11
13. Orissa	.	2334.00	359.00	528.53
14. Punjab	.	2244.00	377.00	533.66

1	2	3	4	5
15. Rajasthan		2958.00	528.00	503.79
16. Sikkim		6.00	..	1.62
17. Tamil Nadu		5100.00	956.00	864.34
18. Tripura		141.00	21.00	28.93
19. Uttar Pradesh		13656.00	2206.00	2821.66
20. West Bengal		6132.00	1003.00	944.42
21. Delhi		300.00	63.00	58.08
22. Pondicherry		30.00	7.00	10.37
23. Chandigarh		25.00	..	2.38
24. Goa, Daman & Diu		12.00	..	..
		59816.00	10000.00	11000.00
		+184.00		
		60000.00		

It would be seen from the above table that as against an allocation of Rs. 600 crores under Special Central Assistance to the Special Component Plans during the Sixth Plan period, Rs. 100 crores was released during 1980-81 and Rs. 110 crores in 1981-82.

3.62 As against the sizable allocations the actual utilisation of funds and the manner in which these utilisations were made are not clearly known. The Commission had requested all the States/Union Territories receiving Special Central Assistance to let them know the quantum of such assistance received during the year under report, amount utilised and the schemes on which the expenditure was incurred. The response has, however, been extremely poor. This information is also not available in the Ministry of Home Affairs. The manner of utilisation of Special Central Assistance is of great significance in the development of Scheduled Castes in view of the fact that this assistance was intended to adopt new schemes and adapt the existing schemes under various sectoral programmes so as to provide the Scheduled Castes with an entire package of assistance to really enable crossing the poverty line. The Commission have come across instances where large funds provided under Special Central Assistance have been transferred to Public Sector Undertakings local funds and cooperative institutions etc. and have not actually been utilised so far. In this context it becomes imperative that Ministry of Home Affairs takes urgent steps to follow up the proper and timely utilisation of Special Central Assistance funds and ensure that the information in respect of Special Central Assistance is made available to the Commission as well.

3.63 The position regarding the manner of utilisation of Special Central Assistance and comments thereon in respect of a few States which could be gathered from the Special Component Plan documents have been summarised in the following paragraphs :

(i) *Assam* : Since the majority of the Scheduled Castes are fishermen, the allocation under this should be more as compared to other schemes. There should be a programme to provide alternative occupations to scavengers, as these communities being a vulnerable group. Benefits from schemes under village

and small industries and sericulture and weaving may also be formulated for them to upgrade their skills so as to switch over from their present occupation.

- (ii) *Bihar* : During 1981-82 a sum of Rs. 967.32 lakhs was given as Special Central Assistance which was allocated by the State Government to Industries, Animal Husbandry, Labour and Employment, Minor Irrigation and Welfare Departments. The utilization of amount and the name of the schemes in which the amount was to be spent was not indicated.
- (iii) *Gujarat* : Special Central Assistance should be used only on the income generating schemes for the Scheduled Castes and not be used in an ad-hoc manner. The schemes under 'Social and Community Services' should not be formulated from the Special Central Assistance. Special attention should be given to modernise scavenging, flaying and tanning etc.
- (iv) *Haryana* : During the year 1981-82, Rs. 241.71 lakhs were released by the Government of India as Special Central Assistance. Out of this amount the State Government reported an anticipated expenditure of Rs. 261.00 lakhs on the implementation of 13 schemes viz., subsidy for purchase of pigs/buffaloes, goats/carts etc., direct economic development programmes under Integrated Rural Development and Khadi and Village Industries Board schemes meant for cobblers, tanners, flaying platforms, Ban, Cane-bamboo and soap units.

- (v) *Himachal Pradesh* : Special Central Assistance released during 1981-82 was to the tune of Rs. 105.88 lakhs. Out of this amount, the expenditure was reported to be Rs. 102.00 lakhs, which was allocated to 7 sectors, viz. agriculture and allied services, cooperation, water and power development, industry and minerals, transport and communication, social and community services and general services.

(vi) *Karnataka* : During the year 1981-82, a sum of Rs. 650.70 lakhs was released by Government of India. The State Government allocated this amount for utilisation to 9 development sectors, viz., Agriculture, Irrigation, Animal Husbandry, Dairy Development, Fisheries, Forest, Small Scale and Village Industries, Karnataka State Finance Corporation, Sericulture and Social Welfare. The information about the utilisation of the Special Central Assistance was not, however, made available.

(vii) *Kerala* : Out of an allocation of Rs. 262.25 lakhs a sum of Rs. 187.82 lakhs was reported to have been incurred by 7 development departments viz. Harijan Welfare, Soil Conservation, Industry, Animal Husbandry, Dairy, Cooperation and Scheduled Castes Corporations. The Special Component Plan document does not give the details of utilization of the Special Central Assistance in 1980-81. Further, there is only a passing reference as to how the Special Central Assistance is to be utilised in 1981-82 and 1980-85. In view of the criteria for the distribution of Special Central Assistance information in respect of specially vulnerable groups amongst the Scheduled Castes has also not been given.

(viii) *Maharashtra* : The Special Central Assistance of the State during 1981-82 could have been much higher if they had taken up an adequate programme aimed at specially vulnerable group.

(ix) *Orissa* : No details on utilization of Special Central Assistance by Leather Corporation are available. Special Central Assistance may not be used for general infrastructural items like setting up tanneries. The Special Central Assistance proposed to be spent on vulnerable group should be specified.

(x) *Punjab* : There is a need for taking up programme specially on vulnerable group such as scavengers, flayers, tanners and others.

(xi) *Rajasthan* : It is noted that the Special Central Assistance are being used primarily for increasing the rates of subsidy to Scheduled Castes in different existing agricultural programmes. Special Central Assistance could be used in a better way for increasing the coverage. The increasing of subsidy was probably not the best means of increasing the flow of bank credit to Scheduled Castes. For attracting banks assistance it would be more appropriate if the State Government had formulated viable schemes with back up services necessary. Similarly it is not very useful to spend it on established training schemes like that of ITI and B.Ed. which ought to be taken care of under other programmes. The State Government should also take up an adequate programmes for the vulnerable groups.

(xii) *Uttar Pradesh* : During the year 1980-81, out of Rs. 2206.00 lakhs released by the Government of India, only a sum of Rs. 625.25 lakhs was spent. The funds were provided to the Departments of Harijan and Social Welfare, Rural Development, Agriculture, Animal Husbandry, Cooperative, Industry, Area Development and Education for formulation of schemes for the economic development of Scheduled Castes. During the year 1981-82, a sum of Rs. 2821.66 lakhs was released. If we add the balance amount of 1980-81, i.e. Rs. 1553.75 lakhs, the total Special Central Assistance available to the Departments implementing the schemes comes to Rs. 4375.41 lakhs. The expenditure incurred on the running of 20 schemes by the various departments during 1981-82 (part information in respect of some schemes) has been indicated as Rs. 1631.79 lakhs. During 1981-82, Special Central Assistance was proposed to be utilized for giving subsidy to small Scheduled Caste persons for agricultural inputs, improved agricultural inputs and fertilizers. It would be better to utilise the Special Central Assistance for long term purpose like subsidising creation of capital assets such as irrigation wells and pump sets and not on small subsidies for current inputs. Similarly, it might not be worthwhile to utilise the Special Central Assistance for giving interest-free loan of Rs. 40 to Rs. 100 to Scheduled Caste beneficiaries for purchasing share of cooperatives for obtaining medium loans. The expenditure from Special Central Assistance on infrastructural items should be allowed only if they form part of an integrated approach for increasing the income of Scheduled Caste beneficiaries. Adult education programme need not be funded out of the Special Central Assistance.

Vulnerable Groups :

3.64 A welcome dimension of the Special Central Assistance is its emphasis on the special schemes for vulnerable groups. Upto 10 per cent of the allocation of the Special Central Assistance is released by the Ministry of Home Affairs based on the performance of the State Governments/Union Territory Administrations in this direction. These groups include scavengers and sweepers and bonded labours, nomadic, semi-nomadic and denotified communities among the Scheduled Castes. Some such groups especially sweepers and scavengers and bonded labours are found in all the States/Union Territories. It is, however, observed that systematic and serious efforts to formulate programmes for the different sections among these groups have not yet been made. Even realistic estimates of their population and economic needs and acceptable schemes having potentiality for incremental incomes are still to be taken up. For instance, in spite of its best efforts the Commission have not been able to find out exact number of Scheduled Castes engaged in tanning and scavenging. Similar is the position regarding the nomadic and semi-noma-

dic groups. As regards bonded labour the estimates given by the Gandhi Peace Foundation, in collaboration with the National Labour Institute and the National Sample Survey Organisation, the Department of Statistics vary vastly. The Foundation's estimates are roughly 22 lakhs as compared to the number of 3.4 lakhs put forth by the National Sample Survey Organisation. The lack of appreciation of the conditions of scavengers becomes obvious from the fact that some States have pointed out that as the sweepers and scavengers in the urban areas generally have sufficient income to support them they cannot be considered below poverty line, though these groups needed to have changed their occupation. In fact, while dealing with this category their income from scavenging need not be taken into account at all and proper programme for assisting them to take alternative occupation have to be taken up. It is imperative that the States|Union Territories endeavour to assess the economic and social position of different types of vulnerable groups and formulate need based programmes for them which should be clearly documented in their Special Component Plans. If they do so their Special Central Assistance allocations shall also go up in the process.

Administrative set up for the implementation of the programmes

3.65 The guidelines on Special Component Plan have from the very beginning emphasised the need for creating an adequate administrative machinery for its formulation, implementation, etc. The information for the year 1981-82 received in this regard indicated that out of 17 States, viz. Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal and 1 Union Territory, viz. Chandigarh, no specific administrative machinery exists for this programme in the States of Assam and Kerala. The details of administrative set up and the action taken in this regard by the rest of the States|Union Territories excepting Bihar, Rajasthan, Uttar Pradesh and West Bengal where there has been no change since last year are as given below :—

- (i) *Andhra Pradesh*.—The State Government have appointed a High Level Coordination Committee for the Special Component Plan under the Chairmanship of the Chief Secretary. The Secretaries, Finance Department and Planning Department are the members. The Secretary to the Department of Social Welfare is the Convenor. In each department a senior officer has been named as Liaison Officer who will remain in direct touch with the Director of Social Welfare for implementation of schemes under the Special Component Plan.
- (ii) *Gujarat*.—At the Secretariat level a Special Component Plan Branch has been created, headed by the Deputy Director (Planning), one Section Officer, three Assistants, one Research Officer and one General Duty Clerk. District Backward Class Welfare

Officers have been appointed for implementation of this programme assisted by the District Welfare Officers (State|Panchayat). At Taluka level 184 Assistant Social Welfare Officers and Social Welfare Inspectors have been appointed to look after the work of Special Component Plan. Besides, at village level 184 Honorary Pracharaks have been appointed for the effective implementation of Special Component Plan.

- (iii) *Haryana*.—The Joint Economic & Statistical Advisor is the Coordinator in formulating the Special Component Plan.
- (iv) *Himachal Pradesh*.—The Scheduled Castes Development Department with the assistance of Planning Department and cooperation of other departments prepare Special Component Plan under the supervision of Commissioner-cum-Secretary (Scheduled Castes|Scheduled Tribes). The respective departments have their own Planning Cells.
- (v) *Karnataka*.—The responsibility of preparing the Special Component Plan rests with Planning Department of the State Government with the assistance of the Social Welfare Department.
- (vi) *Madhya Pradesh*.—There is a Committee headed by Minister in which MLAs are the members for preparation of Special Component Plan. The departments concerned have been directed to earmark certain portion of departmental budget and submit before the Committee for review.
- (vii) *Maharashtra*.—Two Cells one each in the Social Welfare Department and the Directorate of Social Welfare have been created for work relating to the Special Component Plan. The former cell is headed by an Under Secretary to the Government and the latter one is under the charge of a Joint Director. 26 new posts of Social Welfare Officers (Class I) have been created under the Social Welfare Department.
- (viii) *Orissa*.—The Harijan and Tribal Welfare Department serves as the coordinating agency. The formulation and implementation of the programme are done by the respective implementing agencies.
- (ix) *Punjab*.—The State Planning Department headed by its Secretary is the coordinator in formulation of Special Component Plan. The Social Welfare Department which looks after the interests of Scheduled Castes does not play any important role in formulation and implementation of schemes under Special Component Plan.
- (x) *Tamil Nadu*.—At the Secretariat level the Social Welfare Department is the nodal department and at the district level the sectoral departmental officers collect the data and furnish it to the Heads of Departments.

After compiling the information the report is sent to the Secretary, Social Welfare Department. In each sectoral department one officer has been identified as 'Liaison Officer' for Special Component Plan who is responsible for the collection and furnishing the information to the Social Welfare Department.

- (xi) *Tripura*.—A Harijan Advisory Committee has been set up under the Chairmanship of the Chief Minister to review and scrutinise the programmes for Scheduled Castes.
- (xii) *Chandigarh*.—Director, Social Welfare Department, Chandigarh Administration is the coordinator in framing various schemes of the Departments. The formulation and progress of the schemes are discussed and reviewed by the Finance Secretary and Deputy Secretary of the Administration.

Opening of a Separate Budget Sub-head under the Special Component Plan during 1981-82

3.66 A separate budget-head for all sectoral funds flowing to Special Component Plan is of importance in ensuring non-diversion of these funds and keeping an effective track on their utilisation. To avoid this eventuality the Government of India has requested the various State Governments to create minor sub-heads in their budgets against which the provisions of the Special Component Plan can be indicated and from which re-appropriation of funds can be prevented. In the last Report of the Commission it has already been indicated that Kerala and Uttar Pradesh has opened a separate budget-head while the Government of West Bengal was seeking the authority of the Auditor-General to open minor sub-heads on the Special Component Plan under the financial major heads. The information in this regard has been made available by 12 States and 1 Union Territory viz. Andhra Pradesh, Assam, Gujarat, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Orissa, Tamil Nadu, Rajasthan and Union Territory of Chandigarh. No action for providing a separate budget sub-head has been taken by the States of Haryana, Himachal Pradesh, Madhya Pradesh, Maharashtra, Manipur, Orissa, Tamil Nadu, Rajasthan and Union Territory of Chandigarh. The steps taken by the rest of the State Governments are given below:

- (i) *Andhra Pradesh*.—There is no separate budget-head at present. But the Government has decided to introduce a suitable sub-head under all major heads of the departments engaged in Special Component Plan.
- (ii) *Assam*.—The provision of a separate budget sub-head is in the process of being introduced.
- (iii) *Gujarat*.—The matter is under active consideration of the State Finance Department.
- (iv) *Karnataka*.—Separate budget-heads for district sector plans have been provided in all

the development departments involved in Special Component Plan.

3.67 The Commission regrets to note that most of the State Governments/Union Territory Administrations have not taken any steps/decisions in this regard. The comparatively simple administrative device which ensures non-diversion of funds should be immediately adopted by all the States/Union Territories and that the Government of India should ensure that with effect from the financial year 1983-84, this is achieved all over the country.

Monitoring, Evaluation and High Level Review

3.68 The Commission had in the last report emphasised the need for properly organising, monitoring, evaluation and review of the Special Component Programmes at various levels. In this connection, the Commission had expressed the view that all the States/Union Territories should set up a separate Evaluation and Monitoring Cell at the State and District levels to ensure proper implementation of the schemes taken up by the different departments. Further, in his letter dated 8th March 82, the Home Minister pointed out to the Chief Ministers, inter-alia, that in the context of point 7 of the New 20-Point Programme which aims to accelerate programmes for the development of Scheduled Castes and Tribes it is essential to devise suitable system for the formulation, implementation and monitoring of the Special Component Plan. The Chief Ministers were also requested to review regularly the progress of their Special Component Plan and see that timely remedial and corrective measures are taken wherever necessary. A proforma for sending monitored reports every quarter by the concerned department to the Ministry of Home Affairs was also sent to the States. The administrative system suggested by the Home Minister in this regard was—

- (i) Implementation, review and Monitoring Committee at State level, Departmental level, District level and other field levels. At the District level, the District Magistrates/Collectors/Deputy Commissioners should be made fully responsible for these tasks.
- (ii) Machinery and systems for monitoring from grass-root level through Blocks, district and State levels to national level and arrangements and systems to ensure prompt furnishing of data of monitoring at every level.

During the year under report, a special Cell for monitoring and evaluation headed by Joint Director has been sanctioned in the Ministry of Home Affairs.

3.69 In their last report the Commission had reviewed the position with regard to setting up a machinery for monitoring and evaluation and high level review in the different States and Union Territories. Out of 17 States and 1 Union Territory the position regarding Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Kerala, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Punjab,

Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal and Union Territory of Chandigarh was described in the last report whereas it was found that the remaining 9 States and 1 Union Territory (Assam, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Orissa, Punjab, Tamil Nadu, Tripura and Union Territory of Chandigarh) had no set up for the purpose. The information now available with the Commission indicates that Assam, Haryana, Karnataka and Tamil Nadu have, during the year under report, taken measures to create a machinery for monitoring and evaluation while in Gujarat and Kerala there has been some change. The present position regarding these States is as below:—

- (i) *Assam*—There is a monitoring cell at the State level. There is no cell at the district, block and tehsil levels.
- (ii) *Gujarat*—An effective monitoring cell has to be created at all grass-root levels and monitoring cells created by the major departments, like, Agriculture, Animal Husbandry, Industries, etc. have to be strengthened.
- (iii) *Haryana*—Monitoring and Evaluation is done by the departments. It is also proposed to set up a cell in the Directorate of Social Welfare to monitor and evaluate the schemes under Special Component Plan.
- (iv) *Karnataka*—At the State level the Joint Director, Plan Monitoring and Information Unit, Planning Department, has been entrusted with the work of periodical review of the Special Component Plan.
- (v) *Kerala*—During 1981-82 a monitoring cell was set up at the State Secretariat headed by a Deputy Secretary. The District Planning Officers are entrusted with the task of monitoring the implementation of the Special Component Plan.
- (vi) *Tamil Nadu*—A monitoring cell is proposed to be set up in the Social Welfare Department.

Review Committees

3.70 The information available indicates that review committees have only been set up by the States of Andhra Pradesh, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Rajasthan and Uttar Pradesh. In spite of the Commission's recommendation in the last two reports, for the setting up review committees, the remaining States/Union Territories have not taken action/steps in this direction. It is also not quite certain that these Review Committees are meeting regularly and thereby making an impact on the progress of the programme.

3.71 *Evaluation Studies*—The importance of evaluation studies in case of the programme of the dimensions and importance of Special Component Plan can never be over emphasised. However, the Commission

have come across only two such studies conducted during the year under report, by the Planning Department of Uttar Pradesh. A summary of these studies has been given at Annexure V (a & b).

Crossing of Poverty Line

3.72 Prime Minister's letter of March, 1980, referred to earlier in this Chapter, had stressed that the objectives of the programmes under the Special Component Plan should be to enable at least 50 per cent of the Scheduled Caste families to cross the poverty line during the Sixth Five Year Plan. Keeping in view the above directions various State Governments/Union Territory Administrations have set before themselves annual targets for enabling 50 per cent of the Scheduled Castes families to cross the poverty line and formulated the Special Component Plans accordingly. It is observed from the information culled out from the Special Component Plan Document, discussions in the Planning Commission and information as furnished by the States, that the progress made during the first two years of the Plan was not according to expectations. Moreover the Statements in these documents have little reliability due to being replete with examples of double counting since each department counts the same families whenever some assistance, however, insignificant, is rendered to them under different schemes. Further, no attempt to realistically assess the quantum of incremental incomes has been made. It is, however, mentionable that 13 states namely, Andhra Pradesh, Bihar, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Maharashtra, Orissa, Punjab, Sikkim, Tamil Nadu and Uttar Pradesh, introduced the 'Vikas Patrikas' while Kerala, Rajasthan, Tripura and West Bengal were in the process of circulating the 'Vikas Patrikas' Action taken by the other States/Union Territories is not known. Since the programme of Integrated Rural Development Programme was extended to the whole country only in October, 1980, and the 'Vikas Patrikas' have been introduced only recently, the effectiveness of this tool to ensure timely delivery of services, assess adequacy of incremental incomes, eliminate duplication of benefits and double counting for the purpose of monitoring achievements is yet to be assessed.

Scheduled Caste Finance Development Corporations

3.73 With a view to tackle the problems of the Scheduled Castes, Seventeen States having a substantial Scheduled Caste population have established Scheduled Caste Development Corporations. These Corporations are envisaged to interface between Scheduled Caste families and financial institutions in respect of bankable schemes of economic development. The Corporations also provide margin money loan assistance to these families, thereby helping to increase the flow of funds from financial institutions to Scheduled Caste families. The Centrally Sponsored Schemes of grants to States for share-capital contribution to the Scheduled Castes Development Corporations commenced in March, 1979. Under this Government

of India's assistance is released to the States in ratio of 49:51 to the State Government's own investments to the Corporation. A statement showing the contributions made by the State Governments towards the

share capital of the Scheduled Castes Development Corporations and the Central Assistance released by the Government of India from the year 1978-79 to 1981-82 is given below:—

Sl. No.	Name of State	Contribution made by State		Central grant-in-aid released	
		1978-79 to 1980-81	1981-82	1978-79 to 1980-81	1981-82
		1	2	3	4
1.	Andhra Pradesh	1,064.30	258.32	1,009.44	248.19
2.	Assam	38.00	19.00	36.53	18.25
3.	Bihar	193.00	40.00	185.42	30.31
4.	Gujarat	161.25	102.00	155.00	98.00
5.	Haryana	121.00	50.00	73.43	48.04
6.	Himachal Pradesh	75.00	40.00	71.82	38.43
7.	Karnataka	79.00	99.80	75.50	79.00
8.	Kerala	80.00	55.00	77.02	52.84
9.	Maharashtra	82.00	50.00	72.99	48.04
10.	Madhya Pradesh	125.00	75.00	121.27	71.05
11.	Orissa	69.16	35.00	66.42	33.63
12.	Punjab	153.00	102.00	147.00	98.00
13.	Rajasthan	73.00	30.00	57.82	41.14
14.	Tripura	7.00	1.00	6.87	0.95
15.	Tamil Nadu	102.00	102.00	98.00	98.00
16.	Uttar Pradesh	265.00	158.00	230.00	152.00
17.	West Bengal	127.00	150.44	90.22	175.93
TOTAL		2,816.71	1,367.56	2,584.75	1,332.87

It would be seen that States of Manipur and Sikkim and Union Territories of Delhi, Chandigarh and Puducherry who have done the exercise of Special Component Plan have not yet established a Scheduled Castes Finance & Development Corporation. The table also reveals that the amount released for this purpose by the Government of India increased substantially from 50 lakhs in 1978-79 to Rs. 1,224 lakhs in 1979-80, to Rs. 1,300.97 lakhs in 1980-81 and to Rs. 1,332.87 lakhs in 1981-82.

3.74 As regards eligibility for assistance from the Corporations, the conditions set out in terms of the Centrally Sponsored Schemes are as follows:—

- (i) An income limit of Rs. 3,500/- and Rs. 4,300 per family for rural and urban areas respectively are prescribed as eligibility criterion for beneficiaries for assistance based on the poverty line figures defined by Planning Commission, subject to suitable modifications from time to time taking into account fluctuations in the price index; and
- (ii) agricultural labourers, marginal farmers, small farmers, share-croppers and tenants and non-agricultural labourers employed in sectors other than large and medium scale industries shall be presumed to be within the above eligibility criterion without the need for any income certificates. In the case of educated unemployed (matric and above), who do not belong to the above

categories, the income limit for Post-Matric Scholarships, will apply.

3.75 The Centrally Sponsored Scheme was modified from July, 1981, to include assistance for promotional activities like surveys and training and for staff particularly for supervision, recovery monitoring and evaluation. Given the background of different Corporations and the fact that several have only recently been constituted, the performance varied from Corporations to Corporations but an overall assessment shows that several Corporations which were working at very modest levels have extended their activities and increased the scope of their programmes substantially. Keeping in mind the fact that the overwhelming proportion of the Scheduled Castes are from among the agricultural labourers, share-croppers, tenants, marginal and small farmers, leather workers and other artisans, fishermen, weavers, etc. In the rural areas the Corporations have yet to direct their attention particularly to rural areas. Considering the magnitude of the problem there is much more which remains to be done. Particulars of coverage of families in each State by the Scheduled Castes Development Corporations are given in the table below:—

Sl. No.	Name of State	No. of Sch. Castes families benefitted	
		1980-81	1981-82
1	2	3	4
1.	Andhra Pradesh	54,287	1,10,150
2.	Assam	44	364

1	2	3	4
3. Bihar		688	4,763
4. Gujarat		16,191	N.A.
5. Haryana		3,589	6,640
6. Himachal Pradesh		N.A.	7,606
7. Karnataka		7,853	14,267
8. Kerala		9,810	10,813
9. Madhya Pradesh		6,823	12,032
10. Maharashtra		14,005	N.A.
11. Orissa		6,863	10,223
12. Punjab		20,268	28,101
13. Rajasthan		12,638	9,770
14. Tamil Nadu		8,323	61,347
15. Tripura		175	N.A.
16. Uttar Pradesh		32,112	89,209
17. West Bengal		5,810	10,114
TOTAL		1,99,479	3,75,399

It will be seen that the number of Scheduled Caste families covered by the Corporations under their different programmes has gone up considerable during the year under report though it remains inadequate when compared to the magnitude of the targets and the potentialities that these institutions are intended to develop. Brief details and comments on work done by 13 Corporations about which information has been received are given in Annexure VI.

Recommendation

3.76 The objective of the Special Component Plan is to ensure that a reasonable share in the benefits of the schemes goes to the Scheduled Castes. Our experience has shown that due to lack of adequate machinery, the benefits gone to the Scheduled Castes had not been according to expectations. Keeping this factor in view the Commission feel that each State Government should create at the State level a Scheduled Caste Development Agency on the lines of District Rural Development Agencies, for the formulation, implementation and monitoring of schemes for the Scheduled Castes.

3.77 The State level Scheduled Caste Development Agency should have the Chief Minister as the Chairman, Minister-in-charge of Harijan Welfare as the Vice Chairman. Secretaries of the concerned departments like Animal Husbandry, Agriculture, Industry, etc. as members. The total members should be limited to 7 or 8 only, but could vary, however, to suit the needs of a particular State. An office equivalent in status to the Development Commissioner should be the Member-Secretary of this Agency. The entire funds falling in the State's Special Component Plan should be placed at the disposal of this Agency. The secretariate of this Agency should include advisers and technical experts in all sectors in the rank of Joint Directors/Additional Directors. It should be better if the agency should have its own pool of technical personnel.

The Member-Secretary of the Agency should be declared as the Head of the Department to operate these funds. The Agency should have the authority to allocate funds according to the needs and the capacity of the various departments and should possess unlimited powers to make inter-sectoral reappropriations. The funds at the disposal of the Agency should then flow down to the district rural development agency, who, in turn, will provide funds to the district heads of technical departments according to their needs and the progress achieved by them. At the district level the District Magistrate/Deputy Commissioner/Collector is generally the Chairman of the Committee which coordinates the activities of all development departments and looks into the implementation of development programmes executed either by the Block Development Officer or by the various technical departments. This arrangement should be strengthened. The execution of all these schemes will be through the normal State Machinery and there is no need to create a parallel executive machinery for the Scheduled Castes. If necessary, the District Rural Development Agencies should be provided with additional staff to monitor and evaluate the progress of development schemes.

Preparation of Special Component Plan for Scheduled Castes by the Central Ministries

3.78 The Planning Commission and the Ministry of Home Affairs have been pursuing the question of identification of schemes and quantification of outlays for the benefit of Scheduled Castes with the different Central Ministries/Departments since 1979. During the year under report the Planning Commission impressed on the Central Ministries through two letters issued in May and November, 1981 that they should identify schemes under that sector which are of direct relevance to the development of Scheduled Castes, and earmark funds for them keeping in view the Scheduled Caste population in the target groups. It was only during 1981-82 that a few Ministries/Departments undertook this exercise to some extent. The position as intimated by the Ministries/Departments of Agriculture, Rural Reconstruction, Education, Health, Irrigation, Civil Supplies, Food and Works & Housing has already been mentioned and commented upon in the last Annual Report of the Commission. Information subsequently made available indicates that under the Ministry of Labour some employment services schemes of Directorate General of Employment and Training are mainly for the welfare of Scheduled Castes and Schedule Tribes and the provisions therefore are shown under a separate head of account "Social Security and Welfare". Under the main Ministry schemes, there are two plan schemes, viz., (i) Survey of Living and Working Conditions of Labour belonging to Scheduled Caste and Scheduled Tribe communities in urban centres; and (ii) Rehabilitation of Bonded Labour. The scheme for Rehabilitation of Bonded Labourers is for all identified bonded labourers. The Ministry of Energy have reported that only the Rural Electrification Corporation (Department of Power) has been earmarking specific provisions out

of their normal programmes every year for electrification of 'Harijan Bastis'. The Commission note that the exercises relating to identification of schemes and quantification of funds by the Central Ministries/Departments have not been seriously taken up so far.

TRIBAL DEVELOPMENT

3.79 Mention has been made earlier in the Chapter of the pattern of Central assistance for plan finance and of the large outlays for Tribal and Hill areas. For the Hill areas and the North Eastern Council schemes, which are entirely funded by the Centre, the Sixth Plan allocation are Rs. 560 crores and Rs. 340 crores respectively.

Besides the Central Plan provides for Rs. 470 crores as additive for the Tribal Sub-Plan. The State Sector have a Tribal Sub-Plan of Rs. 3265 crores, excluding the additive. The expenditure of the States for Tribal Sub Plan in 1981-82 was expected to be Rs. 567.20 crores and the Central additive was Rs. 85.00 crores. In addition, the special category States, which are, as explained earlier, largely populated by tribals, received Plan finance of the order of nearly Rs. 598 crores. The Hill areas received Rs. 92 crores and the North East Council Rs. 70 crores during the year.

3.80 In a sense, the entire Central assistance for Hill areas, the Tribal areas, the North Eastern Council and a large part of that given to the special category States can be considered to have been utilised for tribal development. In fact, in the case of Arunachal Pradesh, Meghalaya, Mizoram, Nagaland, Lakshadweep and Dadra & Nagar Haveli, these States and Union Territories do not have Tribal Sub Plans as the majority of the people are tribals.

3.81 The Tribal Sub Plan scheme was introduced in the Fifth Plan to cover all Scheduled Areas and blocks/tahsils with more than 50 per cent tribal population. Six States and Union Territories did not require a separate Tribal Sub Plan. Nine other States had a substantial portion of their tribal population covered through the Sub Plans. In other States these norms were relaxed in varying degrees in order to cover a large part of the tribal population. In Karnataka and Uttar Pradesh with low, scattered tribal population, a family approach rather than area approach was used. The tribal Sub Plan area was broken up into 180 Integrated Tribal Development Projects but later reduced by two and one respectively in Orissa and Uttar Pradesh. Sikkim formed one new project giving the present total of 178 project areas. The largest number of such projects i.e. 42 are located in Madhya Pradesh.

3.82 The Tribal Sub Plan has a geographical spread over nearly 5 lakh sq. mt. accounting for 17.46 per cent of the country's total area. The tribal population covered is 2.35 crores, and accounts for 65.75 per cent of the total population in the Sub Plan area. This also means that about 65 per cent of the Scheduled Tribe population in the States and Union Territories with Tribal Sub Plan are covered.

3.83 The modified area development approach (MADA) under the Tribal Sub Plan concept was also introduced in the Sixth Plan to cover pockets where contiguous villages with a total population of 10,000 or more have at least 50 per cent tribal population. This resulted in an additional 26.05 lakh people coming into the fold of the Tribal Sub Plan. Even this caused only 75 per cent of the tribal population to be covered. In dispersed, isolated areas, the effort now is to partially use funds from the IRDP and the Backward Classes Sector for their economic development through family-oriented assistance.

3.84 The percentage of State Plan reserved for the Tribal Sub Plan ranged in 1981-82 from 0.08 per cent in Uttar Pradesh and 0.50 per cent in Karnataka to 37.39 per cent in Manipur and 32.93% in Orissa Annexure VII. Of course in States like Uttar Pradesh and Karnataka the percentage of Scheduled Tribe population to total population is indeed very low and all comparisons are valid only of the percentage of funds earmarked in relation to the percentage of Scheduled Tribe population. Madhya Pradesh has the largest Scheduled Tribe population, which covers 23.65 per cent of the State's population. As against that, Madhya Pradesh had earmarked only 15.72 per cent of its Plan for tribal development (Tribal Sub Plan). Sikkim too, has 24.76 per cent of its total population belonging to Scheduled Tribes but it had earmarked in 1981-82 only 13.83 per cent of its Plan for the Tribal Sub Plan. On the other hand, Orissa had done very well to earmark 32.93 per cent of its Plan for Tribal Sub Plan with a tribal population covering only 23.13 per cent of total population. Similarly Manipur with a 31.13 per cent Scheduled Tribe population, had a Tribal Sub Plan flow of 37.39 per cent of its total Plan. Bihar with 8.75 per cent Scheduled Tribes, had a Tribal Sub Plan proportion of 18.66 per cent. Altogether 9 States and Union Territories out of the 19 having Tribal Sub Plan, had in 1981-82 a Tribal Sub Plan allocation higher in proportion than the Scheduled Tribe percentage to total population.

3.85 A detailed review of the 1981-82 performance of the States is not possible as some States did not send to this Commission the relevant data though asked for. However, with data already available with the Commission, a brief look may be taken at some important States for its tribal population mentioning a few important features. Madhya Pradesh has the largest tribal population among all States, over 98 lakhs. In the Sixth Plan, the TSP allocation of the State was Rs. 750 crores out of an expected Plan of Rs. 4485 crores of which again Rs. 2246 crores were in the non-divisible sector. Out of 15 lakh tribal families in the States Tribal Sub Plan area, 11 lakh families are below the poverty line. The 1981-82 Tribal Sub Plan flow from the State Plan was Rs. 116 crores. It is unfortunate that admittedly, no analysis of the Tribal Sub Plan in Madhya Pradesh had been made by the State Government till the end of 1981-82 though the scheme had been in operation for 7 years.

3.86 In Bihar 77 per cent of the tribal population totalling 49.33 lakh people, falls within the Tribal Sub Plan area. The 1981-82 Tribal Sub Plan was Rs. 105 crores with Special Central assistance (SCA) of Rs. 9.50 crores. An interesting feature in the Tribal Sub Plan area of Bihar is that the literacy rate there is 21.3 per cent as against the general literacy rate of 19.9 per cent. However, this was extremely skewed, thanks to industrial pockets, and there were 9000 villages without schools in the Tribal Sub Plan area. Orissa, with 50.72 lakhs i.e. 23 per cent of the total population belonging to Scheduled Tribes, had a Tribal Sub Plan in 1981-82 of nearly Rs. 68 crores, i.e. nearly 33 per cent of the total Plan, attracting SCA worth Rs. 10.22 crores. A special feature in Orissa during the year was the working of its Tribal Development Corporation which came out from a position of financial losses to a surplus and functioned effectively. The West Bengal flow to Tribal Sub Plan in 1981-82 was originally proposed at only Rs. 26.70 crores, covering less than 4 per cent of its total plan even though it had 26 lakh tribals, albeit only forming 5.87 per cent of the large total population. Nevertheless though it is the seventh largest tribal population in gross terms, its Tribal Sub Plan was not very much larger than the Rs. 22 crores of Assam, a State which has tribal population of about 14 lakhs or nearly half the number in West Bengal. It would be remembered that for West Bengal, the population of Calcutta (with a negligible Scheduled Tribe population) brings down the percentage of Scheduled Tribes to total population. Taking the rural population alone the Scheduled Tribe percentage would be much higher. Gujarat has a tribal population covering 14 per cent of the total, and in 1981-82 allotted Rs. 71.37 crores for its Tribal Sub Plan, i.e. 11 per cent of its total Plan with Rs. 6.21 crores as Special Central Assistance. During the year 14718 tribal beneficiaries are believed to have received financial aid under the DRI worth Rs. 359 lakhs for various Schemes. Andhra Pradesh, with 22.26 lakh Scheduled Tribes, had a Tribal Sub Plan of Rs. 16.34 crores, and an Special Central Assistance of Rs. 3.11 crores. This was less than the 1980-81 Plan in its percentage to the total Plan, and represents a negative trend. This trend continues, incidentally, into 1982-83. The Maharashtra Tribal Sub Plan for 1981-82 was Rs. 55.19 crores with Rs. 5.24 crores as Special Central Assistance. This covered 5.15 per cent of the State Plan, while the tribal population of 38.40 lakhs, covered 7.62 per cent of the total State population.

3.87 The overall position appears to be that the stress on the Tribal Sub Plan has slowly been getting diluted. The percentage of Tribal Sub Plan to total Plan has also been coming down in some States.

3.88 As already noted earlier in this Chapter there has been, as a result of earmarking of funds through the Tribal Sub Plan, a great increase in the Fifth and Sixth Plans in the quantified allocations for tribal development. The Working Group on Tribal

Development during Sixth Plan (1980-85), Ministry of Home Affairs, has noted the fact that large allocations for the non-divisible pool in a State's plan reduced the scope for reaching target groups and individual beneficiaries. As such a bias in favour of beneficiary oriented schemes was necessary. Such a bias has indeed already come into effect through the individual attention which the ITDP system in ideal conditions gives to Scheduled Tribe beneficiaries. The Working Group has no doubt appreciated the role of the ITDP's in this regard. However the ITDP's system has not been entirely successful—or as successful as it should have been—owing to certain drawbacks mainly in the administrative and implementing machinery.

3.89 In certain States, the ITDP concept—even with five or six project areas—is co-terminus with the district. The Project Administrators are often somewhat junior, hesitant officers without the ability to get their own men and the officers of the departments to rally around in the cause of the tribals. The posts of Project Administrators are often vacant, sometimes for long periods. The district officers of other departments more often than not have very little interest in tribal welfare, and less in the good name that the Project Administrator might earn through good work.

3.90 The Commission feel that a slightly modified hierarchy than at present existing for tribal administration would be worthwhile. Every district now has a District Rural Development Agency or Society (DRDA or DRDS) for the Integrated Rural Development Programme. The Agency also looks after the DPAP and other area development programmes wherever such programmes exist. The DRDA is headed by a Project Director belonging to the senior scale of the IAS or the senior level of the State Civil Service (of the rank of ADM/ Addl. Collector) with a district-wide jurisdiction and reporting directly to the Collector who is the Chairman of the Agency. This Agency has the advantage, in planning and implementing process, of both a spatial and an individual approach well combined in what is called a cluster approach. (The ITDP is also similar in approach but within a more isolated spatial framework). In the IRDP one officer, the Project Director, at the district level is able to take the load off the Collector in coordinating the different field level developments and agencies and the instructions of the Collector to these departmental officers comes as an additionality, with extra force and persuasion. The Project Director himself being a district level officer, and with a great degree of control over the BDOs (in most States he also writes a part of the BDOs annual confidential report), is able, if he so desires, get a lot done on his own. His access to the Collector, by the very fact of his location at the district headquarters, is an advantage compared to the position of an TDP Project Administrator who may be far away from the district. It is also not necessary to have almost two parallel agencies and systems looking after the welfare of Scheduled Castes and other poor people on the one hand (DRDA)

and the Scheduled Tribes on the other (ITDP). It may be noted here that some States like Orissa and Andhra Pradesh implement ITDPs through Agencies and others through the Governmental Organisations.

3.91 This Commission would, therefore, recommend that the ITDPs be also brought under the DRDAs. The Project Director DRDA would be the overall Project Director (Administrator) of all the ITDPs. He would have younger officers, of the rank of Sub-Divisional Magistrates, to assist him with the specific duties now being performed by the various individual project officers.

3.92 The Project Director would receive, distribute, control all funds of the ITDP's and Tribal Sub Plan as a whole under the guidance of the Collector, even that of other departments and nothing would be beyond his power of checking or monitoring the financial and physical progress of the work of all departments. At present the ITDP area is formed keeping the district boundary in view for administrative convenience, even though the area formation becomes artificial. It is even possible to allow the natural localisation of a project area, going beyond the traditional revenue district if concepts such as growth centres etc, are to play a part. It is possible to envisage, for these trans-district project areas, separate project directors under the Divisional Commissioner or some other Special Authority similar to the Command Area Development Authorities whose jurisdiction invariably is defined in the CADA system, but what is mentioned above is only to throw up possibilities for thought.

3.93 In any case, though the question of restructuring the ITDPs geographically is admittedly only in the realm of conjecture at present, the question of bringing the ITDPs under the DRDA Project Director should be given sufficient thought by the Ministry of Home Affairs and its feasibility examined in consultation with the State Governments. There is no major disadvantage which the Commission notices, and, in fact, better control, greater coordination and more efficient and accurate monitoring could be achieved.

3.94 In addition, it would be appropriate to have smaller blocks. In many States these blocks are almost unwieldy in size and population. The nature of development work today is also more complex and difficult than when the CD or TD blocks were first created. There should be additional BDOs either to assist the regular BDO or to work independently for tribal development in ITDP areas.

3.95 The ITDP system had till 1981, been an area development scheme. 1981-82 saw the shift to a beneficiary oriented-approach. In this, apart from the direct Governmental role of aid in kind and cash, the local organisations can play a very important role. In this the position of LAMPS—the large scale multipurpose societies—cannot be over emphasised. These societies were set up for the welfare

of the tribals, to give them rations and other essential and quasi-essential goods at low rates and also help them to earn a better income in their usual livelihood of marketing forest produce. There are a number of LAMPS throughout the country. Unfortunately the LAMPS have perhaps not fulfilled entirely the hopes with which they were set up. These societies buy in a monopoly set up from the tribals the forest produce collected by them, such as Sal seeds or tendu leaves and then resell these produce in the open city market, usually through and under the control of the Tribal Development Cooperative Corporation (an apex body of LAMPS at the State headquarters). Though the LAMPS are indeed paying more than what the private trader who earlier operated in this area. The position varies from State to State, but it is believed that the tribals now receive about three times what they used to get earlier. But the unfortunate part is that the LAMPS, on their part are able to sell the produce to the businessman atleast three times the price they pay to the tribals. In one State, for example the Sal seeds are purchased at 30 paise a Kg. and sold at Rs. 1.40 per Kg. based on the Tribal Development Cooperative Corporation dictate. In other words there is still a middleman, though his profit margin is somewhat reduced and the tribal assisted a little more. And yet these LAMPS are meant for tribals, these people are the members, but they do not control their entire working. Even the system of purchase and sale by the LAMPS is subject to possible questioning. It is recommended that the Centre and the State Governments examine the entire policy in this regard and use better costing methods for the purpose.

3.96 The Commission feel that the monitoring of the Tribal Sub Plan at the State Government level is also rather weak and intermittent. The State Level Review Committees, whether in the nature of the Tribes Advisory Councils (Constitutionally required for States with Scheduled Areas), the Steering Committees or any other Council or Committee, must be activated in all States. A detailed format for review—common for all States and districts need be stipulated and equally detailed meetings conducted in the first week of every month in the Tribal Welfare Department based on the format data. This would induce the production of progress reports from the district level and the instructions and guidance of the Secretary himself could flow to the district, ITDP and block level.

3.97 Such close monitoring would help to push physical and financial achievements towards the optimum. At present funds are often released at the fag end of the financial year and all moneys unspent by March end secreted away into some account or group of accounts to avoid lapsing them. While the non-release of funds in time, and right from the start of the year, obviously hampers the work in an ITDP, the matter of depositing unspent amounts would in itself not be a major problem had not this "deposit" more often than not been shown as an expenditure. Besides, once the year is over, the spending departments or agencies often "forget" the deposited

amount and either relax for some months or get on to their regular departmental projects. A closer monitoring at the State level would help to reduce, if not eliminate this difficulty.

3.98 The shortfall in expenditure during the Fifth Plan period under the Tribal Sub Plan has been of the order of 11 per cent in the State Plan sector, with an expenditure of Rs. 752 crores out of Rs. 856 crores. The utilisation of Central Assistance has also shown a shortfall of 11 per cent, Rs. 165 crores used as against Rs. 187 crores released. It may be noted that according to data furnished by the Ministry of Home Affairs to the Parliamentary Committee on Welfare of Scheduled Castes and Scheduled Tribes, in 1978-79, for example, the utilisation of total State Plan funds was only 87 per cent while the utilisation of Central aid was as high as 97 per cent. Even then, the figures of States expenditure may be an exaggeration in view of the earlier mentioned tendency to keep Governmental money outside Government account.

3.99 While the implementation of the Tribal Sub-Plan and the Integrated Tribal Development Projects suffer from these and many other shortcomings at the State, district and project level, the response of many Central Ministries to the Tribal Sub Plan has been somewhat lukewarm. Eleven Ministries have done quantification of funds for the Tribal Sub Plan areas. Of these the allocations of the Ministries of Agriculture, Health and Family Welfare and Shipping and Transport are the largest. Some of the schemes and programmes on which the Central Ministries have laid emphasis for the 1980-85 period are Afforestation (Rs. 11 crores) Biogas (Rs. 5.00 crores), Dairy Development (Rs. 40 crores), NCDC sponsored cooperation schemes (Rs. 8 crores), University and Higher Education (Rs. 21 crores), Community Health Volunteers (Rs. 9.56 crores), Malaria Eradication (Rs. 23.69 crores), District Industries Centres (Rs. 8.00 crores), Central Sector Roads (75.11 crores). However, the Sixth Plan allocation for non-formal adult education is only Rs. 5.21 crores; for 1981-82 the outlay here was only Rs. 7.780 lakhs. There is nothing more important than bringing education to the tribals. In fact an allocation of Rs. 21 crores for 1980-85 and Rs. 2.55 crores in 1981-82 itself for University and higher education presents a lopsided education policy as far as tribal development is concerned.

3.100 The Hill Area Development Programme for 1981-82 had an outlay of Rs. 92.00 crores, including 12.70 crores for the Western Ghats Development scheme. This indicated an increase in the

outlay by over Rs. 23 crores. The breakup of this is as follows :—

Hill Areas	(Rs. in crores)	
	1980-81	1981-82
<i>State</i>		
Assam	9.60	12.55
Tamil Nadu	2.90	3.79
Uttar Pradesh	41.20	53.84
West Bengal	5.45	7.12
(Geological Studies)	—	2.00
<i>Western Ghats</i>		
Maharashtra	3.09	3.75
Kerala	2.24	3.17
Karnataka	1.91	2.30
Tamil Nadu	1.80	2.53
Goa	0.49	0.65
(Surveys and Studies)	0.03	0.30
	68.71	92.00

Similarly, the North East Council had an outlay in 1981-82 of Rs. 70.00 crores in the following break-up :—

	(Rs. in crores)	
	1980-81	1981-82
1. Agriculture and Allied activities	4.00	5.80
2. Power	36.60	31.13
3. Industry and Minerals	2.50	2.47
4. Transport	18.50	25.00
5. Social and Community Services	2.00	3.70
6. General Services	0.80	1.00
	64.40	70.00

3.101 In this region, where almost the entire population is tribal, 1981-82 saw great stress on infrastructural development, especially in the transport sector. For the first time outlays were made for inland water transport (Rs. 50 lakhs). The decision to set up the North Eastern Agricultural Marketing Corporation, and a provision of Rs. 1.00 crores in 1981-82 was the start of meeting the marketing needs of the bountiful horticultural crops in the area.

3.102 The shift in emphasis from an area approach in the ITDPs of the Tribal Sub Plan to an individual beneficiary oriented approach is the most important aspect of tribal development in 1981-82. Larger allocations were made to catch up with the lag in some areas or to continue the boost in other areas. But otherwise no major schematic change or breakthrough was achieved.

TABLE NO.

Public Sector Banks' advances to priority Sector

Sl. No.	Priority Sectors	No. of Borrowal A/Cs			Amount outstanding		
		Total	SC/ST	Percentage	Total	SC/ST	Percentage
1. Director Agriculture	.	8495610	1340447	15.78	29546625	2473975	8.37
2. Indirect Agriculture	.	1202849	284930	23.69	9260081	341592	3.69
3. Small Scale Industries	.	843890	162254	19.23	33507944	411144	1.23
4. Transport Operatery	.	303965	45525	15.34	7463394	122736	1.64
5. Retail Trade and Small Business	.	1824383	256611	14.07	6774998	322483	4.76
6. Prof. & Sel/Employed	.	888363	192038	21.62	1951007	174392	8.94
7. Education	.	39985	3201	8.01	110120	5248	4.77
TOTAL	.	13599046	2286106	16.81	88614169	3851570	4.35

Source : *Banking Division, Ministry of Finance.*

Advances of Public Sector Banks under DRI Scheme as at the end of June 1981

(Amount in Rs. lakhs)

Name of the Bank	No. of Borrowal Accounts	Amount outstanding	No. of which to SC/ST	
			No. of borrowal Accounts	Amount outstanding
SBI	974755	7524.81	430089	3009.67
Subs. of SBI	223183	1488.30	88121	661.98
CBI	232717	2375.45	116725	1247.34
BOI	192422	1390.53	111580	700.97
PNB	138868	2026.52	71537	1185.35
BOB	172288	1566.63	97562	855.72
Uco Bank	86921	791.33	39564	402.98
Canara Bank	108210	568.39	73973	211.28
UBI	49726	252.52	22148	110.41
Dena Bank	41046	348.43	24383	233.19
Syndicate Bank	97127	650.13	36570	272.26
Union Bank	101289	841.76	41840	361.26
Allahabad Bank	30955	345.28	13200	140.53
Indian Bank	42163	296.37	15452	111.40
BOM	37954	400.28	18803	199.97
IOB	86912	629.05	35345	254.22
Andhra Bank	13188	162.91	5841	88.39
NBI	11775	276.11	5587	185.17
P & S Bank	80227	461.31	27200	155.08
Vijaya Bank	13433	176.34	2682	32.17
Oriental Bank	5422	166.53	2394	51.86
Corpn	6002	57.02	1833	17.78
	2746583	22746.00	1282435	104.90
				crores

Date in respect of Uco Bank relates to March, 1981.

Source : Ministry of Finance (Banking Division)

Data provisional

ANNEXURE—III

Beneficiaries Covered under IRDP during 1980-81 and 1981-82

Sl. No.	State/Union Territory	1980-81 (Provisional)				1981-82	
		Total No. of Bene- ficiaries	Total No. of SC/ST Bene- ficiaries	% of SC/ ST to Total	Total No. of Bene- ficiaries	Total No. of SC/ST Bene- ficiaries	% of SC/ ST to Total
1	2	3	4	5	6	7	8
1. Andhra Pradesh	.	166483	72021	43.26	238846	120496	50.45
2. Assam	.	5594	953	17.04	22145	7259	32.78
3. Bihar	.	138956	28040	20.18	276169	82850	30.00
4. Gujarat	.	105477	40280	38.19	216215	39503	18.27
5. Haryana	.	46877	7176	15.31	79605	23716	29.79
6. Himachal Pradesh	.	48090	20992	43.65	34877	19053	54.63
7. Jammu and Kashmir	.	9357	502	5.36	27689	8307	30.00
8. Karnataka	.	63906	5698	8.92	87460	16343	18.69
9. Kerala	.	80088	13253	16.55	96832	18594	19.20
10. Madhya Pradesh	.	135598	48537	35.79	231861	104598	45.11
11. Maharashtra	.	125969	25397	20.16	153339	39000	25.43
12. Manipur	.	2768	2582	93.28	3627	1109	30.58
13. Meghalaya	.	5267	5258	99.83	6045	1813	29.99
14. Nagaland	.	16721	16721	100.00	12565	12565	100.00
15. Orissa	.	100749	32117	31.88	138387	55175	39.88
16. Punjab	.	60888	25317	41.58	86867	39931	45.97
17. Rajasthan	.	82688	43207	52.26	120205	67000	55.74
18. Sikkim	.	29	20	68.97	262	48	18.32
19. Tamil Nadu	.	219688	37594	17.11	368225	87765	24.50
20. Tripura	.	11006	5894	53.55	10146	6093	60.05
21. Uttar Pradesh	.	1310719	220487	16.82	540160	189035	35.00
22. West Bengal	.	37415	10522	28.12	67338	29920	44.43
23. Andaman and Nicobar Islands	.	—	—	—	—	—	—
24. Arunachal Pradesh	.	N.A.	N.A.	N.A.	8667	8667	100.00
25. Chandigarh	.	N.A.	N.A.	N.A.	—	—	—
26. Dadra Nagar Haveli	.	N.A.	N.A.	N.A.	—	—	—
27. Delhi	.	2561	711	27.76	2040	680	33.33
28. Goa, Daman & Diu	.	5117	N.A.	N.A.	5259	1440	27.38
29. Lakshadweep	.	N.A.	N.A.	N.A.	—	—	—
30. Mizoram	.	480	480	100.00	2000	600	30.00
31. Pondicherry	.	272	94	34.56	2591	445	17.15
All India	.	2782755	663853	23.86	2828393	982005	34.71

ANNEXURE-IV

Statement showing the Sectoral Outlays allocated by the States/Union Territories under the Special Component during 1981-1982

(Rs. in lakhs)

Sl. No.	Sector	Andhra Pradesh	Assam	Bihar	Gujarat	Haryana	Himachal Pradesh
			3	4	5	6	7
1	2						
1. Agriculture	• • • • •	55.80	34.65	70.53	51.53	228.13	70.00
2. Land Reforms	• • • • •	—	—	153.00	13.00	—	2.50
3. Minor Irrigation	• • • • •	86.89	13.00	161.86	25.19	73.60	40.50
4. Soil Conservation	• • • • •	4.80	4.00	—	29.00	7.21	10.00
5. Area Development	• • • • •	—	—	66.50	30.00	187.41	—
6. Animal Husbandry	• • • • •	3.50	13.00	63.00	8.00	80.66	30.00
Dairy Development	• • • • •	—	—	6.40	—	—	—
7. Agl. Fin. Ins.	• • • • •	—	—	6.40	—	23.00	—
8. Fisheries	• • • • •	1.00	19.00	0.46	—	12.11	2.00
9. Forests	• • • • •	510.00	—	28.00	2.00	3.00	20.00
10. CD Panchayats IRD, DPAP, NREP	• • • • •	510.00	4.00	144.40	—	13.95	136.50
11. Cooperation	• • • • •	—	—	1700.00	253.30	—	—
12. Water & Power Development	• • • • •	263.10	25.00	42.56	60.63	165.98	58.00
13. Industries and Minerals	• • • • •	475.00	13.00	485.77	400.00	1588.00	112.00
14. Transport and Communication	• • • • •	131.75	29.00	126.00	252.00	86.92	50.00
15. Education	• • • • •	100.00	32.00	375.08	10.00	—	262.90
16. Medical and Health	• • • • •	100.24	36.00	450.78	14.00	103.94	55.00
17. Water Supply and Sewarage	• • • • •	115.54	—	54.45	—	51.94	12.00
18. Housing	• • • • •	550.00	22.00	511.95	135.00	280.75	180.00
19. Urban Development	• • • • •	552.04	6.00	99.96	201.96	95.50	6.00
20. Information and Publicity	• • • • •	133.47	—	60.00	16.00	60.00	5.00
21. Labour and Labour Welfare	• • • • •	3.00	—	—	—	—	—
22. Welfare of SC/ST	• • • • •	179.15	—	28.60	33.68	1.20	0.60
23. Medical Welfare	• • • • •	1107.75	50.00	290.00	600.00	150.00	19.00
24. Nutrition	• • • • •	18.45	1.00	—	15.00	13.37	6.00
25. Economic Services	• • • • •	28.00	5.00	32.00	31.00	40.00	20.50
		—	—	—	324.92	—	—

Sl. No.	Sector	Karnataka	Kerala	Madhya Pradesh	Maharashtra	Manipur	Orissa
		3	4	5	6	7	8
1	2						
1. Agriculture	• • • • •	138.00	88.30	72.75	241.85	2.10	338.46
2. Land Reforms	• • • • •	20.00	24.50	26.00	—	—	67.13
3. Minor Irrigation	• • • • •	82.25	50.00	559.00	—	1.00	224.00
4. Soil and Water Conservation	• • • • •	70.00	23.00	129.00	1.81	—	5.21
5. Area Development	• • • • •	70.00	185.80	26.00	—	—	18.60
6. Animal Husbandry	• • • • •	24.00	30.42	68.99	47.44	0.50	33.35
Dairy Development	• • • • •	—	—	—	—	—	—
7. Agl. Fin. Ins.	• • • • •	8.70	8.90	12.00	12.00	3.00	13.30
8. Fisheries	• • • • •	30.00	—	80.00	13.20	2.50	21.80
9. Forests	• • • • •	335.75	138.05	600.00	308.48	5.90	—
10. CD Panchayats IRD, DPAP, NREP	• • • • •	113.30	40.00	78.00	99.58	1.80	17.50
11. Cooperation	• • • • •	1010.00	285.00	981.80	477.65	3.88	981.00(W)
12. Water and Power Development	• • • • •	—	—	—	—	283.68(P)	—

Sl. No.	Sector		Karnataka	Kerala	Madhya Pradesh	Maharashtra	Manipur	Orissa
1	2		3	4	5	6	7	8
13.	Industries and Minerals	.	191.81	62.04	60.00	212.49	5.96	38.77
14.	Transport and Communication	.	—	115.00	71.00	760.00	27.12	75.78
15.	Education	.	122.50	12.80	275.16	127.58	5.65	181.18
16.	Medical and Health	.	115.70	28.90	67.00	79.88	1.23	97.25
17.	Water Supply and Sewerage	.	761.75	172.00	356.00	521.37	17.50	192.40
18.	Housing	.	978.00	171.50	117.00	323.65	0.48	—
19.	Urban Development	.	130.20	65.00	20.00	243.00	0.25	—
20.	Information and Publicity	.	7.50	0.15	2.29	—	—	—
21.	Labour and Labour Welfare	.	469.41	5.30	9.20	145.80	—	0.30
22.	Welfare of SC/ST	.	249.44	323.81	380.00	538.99	4.00	111.05
23.	Social Welfare	.	150.00	9.40	13.25	—	0.10	9.03
24.	Nutrition	.	125.00	176.60	106.50	66.23	0.50	22.50
25.	Economic Services	.	—	—	7.50	—	—	—

Sl. No.	Sector		Punjab	Rajasthan	Sikkim	Tamil Nadu	Tripura
1	2		3	4	5	6	7
1.	Agriculture	.	203.40	115.02	5.54	227.21	50.00
2.	Land Reforms	.	—	6.74	—	5.00	—
3.	Minor Irrigation	.	36.70	755.25	—	67.35	25.00
4.	Soil & Water Conservation	.	28.00	3.95	—	51.08	18.00
5.	Area Development	.	—	360.51	—	748.40	—
6.	Animal Husbandry Dairy Development	.	14.00	16.91	1.60	77.04	10.25
7.	Agl. Fin. Ins.	.	—	—	—	—	—
8.	Fisheries	.	0.75	1.05	0.03	—	20.00
9.	Forests	.	2.00	0.36	2.30	—	—
10.	CD Panchayats IRD, DPAP, NREP	.	199.31	1.28	—	1742.90	—
		.	—	47.15	—	—	—
11.	Cooperation	.	4.00	26.48	0.07	14.75	9.45
12.	Water & Power Development	.	124.00(P)	262.50(R)	3.50(RR)	213.22(W)	13.50
		.	—	500.00(P)	—	169.00(P)	—
13.	Industries & Minerals	.	130.00	109.69	3.12	65.57	20.74
14.	Transport & Communication	.	—	—	—	—	—
15.	Education	.	6.10	159.23	1.86	488.20	12.07
		.	—	—	—	43.54(T)	—
16.	Medical and Health	.	131.55	—	—	251.43	—
17.	Water Supply & Sewerage	.	200.00	419.50	—	1409.31	14.00
18.	Housing	.	330.00	90.29	—	369.80	18.00
19.	Urban Development	.	108.00	16.50	—	108.50	9.00
20.	Information & Publicity	.	1.00	20.00	—	—	—
21.	Labour and Labour Welfare	.	—	15.00	—	—	—
22.	Welfare of SC/ST	.	388.35	—	6.23	1515.48	50.00
23.	Social Welfare	.	—	121.95	—	29.73	1.40
24.	Nutrition	.	8.00	—	1.76	363.90	20.00
25.	Economic Services	.	—	—	—	—	—

Sl. No.	Sector	Uttar Pradesh	West Bengal	Delhi	Pondicherry	Chandigarh
1	2	3	4	5	6	7
1. Agriculture		104.14	756.58	1.32	6.20	0.72
2. Land Reforms		14.00	220.00	—	6.58	—
3. Minor Irrigation		300.00	236.90	—	1.00	—
4. Soil & Water Conservation		138.43	—	—	—	—
5. Area Development		1640.00	200.00	—	2.05	1.18
		280.00				
6. Animal Husbandry	Dairy Development	40.00	75.09	—	0.10	—
7. Agl. Fin. Ins.		—	—	—	—	—
8. Fisheries		3.30	—	—	—	—
9. Forests		180.30	71.29	—	0.08	—
10. CD Panchayats	IRD, DPAP, NREP	767.27	30.00	—	19.74	—
11. Cooperation		63.05	170.68	—	3.56	0.30
12. Water & Power Development		641.00(P)	15.00(P)	50.00(P)	3.65	—
				80.35(W)	2.40	—
13. Industries & Minerals		650.00	119.25	79.24	17.00	3.34
14. Transport & Communication		850.00	—	110.87	15.00	—
15. Education		630.06	640.53	177.70	25.10	11.43
16. Medical and Health		829.55	—	37.80	1.60	—
17. Water Supply & Sewerage		1450.00	—	—	10.00	—
18. Housing		278.50	50.00	132.75	32.56	12.00
19. Urban Development		237.80	77.00	—	12.00	—
20. Information and Publicity		—	20.00	—	0.70	—
21. Labour and Labour Welfare		30.28	—	1.72	0.90	0.62
22. Welfare of SC/ST		858.97	384.05	94.00	43.80	19.00
23. Social Welfare		12.36	—	1.80	5.05	—
24. Nutrition		94.00	—	13.46	6.50	4.80
25. Economic Services		—	—	—	—	—

ANNEXURE V(a)

SUMMARY OF AN EVALUATION STUDY

Title of Study

An evaluation study on the Intensive Developmental Project taken up under the Special Component Plan for Scheduled Castes in Malihabad Block, District Lucknow (U.P.).

The Block is one of the 82 blocks with large Scheduled Caste population selected for the intensive development of Scheduled Castes during 1980-81. Extra funds to the tune of Rs. 5.00 lakhs are provided every year from Special Central Assistance for undertaking programmes in the Block.

Month of Study : March, 1981

Object of Study

- (1) To know the faith of the beneficiaries in the various economic development schemes and social inputs;
- (2) to know the difference in the delivery of various services (social and economic) and the level of satisfaction of the beneficiaries;
- (3) to know how much human cooperation can be gathered in project schemes and also to know the faith of the beneficiaries in agencies/persons rendering services to them;
- (4) to know the difficulties in implementing the project schemes and also obtain get suggestions of the beneficiaries to run the programmes successfully; and
- (5) to make recommendations on the basis of the findings of the evaluation study.

Coverage

Out of the 138 beneficiaries in 4 villages of the block, 65 were selected for study and out of this only 58 were interviewed.

Programmes undertaken in the project area

- (1) Agricultural Programmes such as agricultural implements, seeds, fertilizers, horticulture, etc. and also supply of milch animal, poultry, goat rearing, sheep-rearing, pig-herd, etc.
- (2) Financial assistance for starting business shops, Kharkhara (Horse-cart), embroidery machines, blacksmithy, carpentry, rope makings, basket making, shoe making etc.

- (3) Subsidy @ Rs. 2,000 per house for housing.
- (4) Deepening, boring and cleaning of wells to provide safe drinking water.
- (5) Under irrigation facilities, programmes of construction of tube wells and installation of pump sets.

Views of the beneficiaries

- (1) Subsidy was given to 105 families @ Rs. 1,000 per family for purchase of seeds, fertilizers, agricultural implements, etc. The Scheduled Caste farmers accepted that they could not actually utilize the above subsidy due to lack of irrigation facilities, unfertile land and untimely availability, which resulted in misutilization of subsidy.
- (2) Under Animal Husbandry schemes, 75 per cent of families benefited were given loan and subsidy for purchase of buffaloes, without considering their choice as most of them wanted bullocks or benefits under other schemes. The buffalo scheme was not suited to them as cost-benefit ratio was, either zero or negligible.
- (3) Regarding Kharkhara scheme out of 14 persons who were given loans only 10 have Kharkhara and horse both whereas 4 persons got Kharkhara first but could not get the horse even after a lapse of 5 months, were dissatisfied. Persons who get both Kharkhara and horse were generating additional income.
- (4) For basket making the loan amount of Rs. 500 was inadequate as basket-making being a seasonal work, raw material had to be purchased in advance. The loan amount was misutilised.
- (5) Loan under poultry schemes had not generated any income as most of the poultry birds died.
- (6) Housing scheme was a failure because the houses were not constructed according to their needs.
- (7) As regards drinking water facilities the only well which was constructed in one village of the project area was not in the

centre of the village, but at the extreme eastern end of the village, with the result that most of the Scheduled Caste families were not making use of it.

Observations and Suggestions

- (1) No family-wise survey was conducted in the project area. The families were not even screened on the basis of land-holdings, occupations and other economic indicators. The beneficiaries were selected and schemes taken up in an injudicious manner. The selection of Scheduled Caste families under various trade/small business should have been done on the basis of their choice, capability, expertise and availability of raw material.
- (2) The government officials did not make contact with the beneficiaries after the necessary assistance of subsidy and margin money loan with the result the beneficiaries could not make effective and proper use of the money. Moreover for implementation of project schemes no separate staff was appointed. For running the schemes successfully adequate project staff is essential to contact the beneficiaries from time-to-time, gather information about their difficulties solve them and guide in selecting business suited to them.
- (3) The beneficiaries were not satisfied with the complicated process of purchasing the milch animals. Purchasing of milch animals are purchased from a cattle fair held in a particular places from time to time. A team of three officials viz., Block Development Officer, Veterinary Surgeon and Branch Manager of loaning bank select and purchase milch animals. Originally the date of visit to the fair for purchase is intimated to the beneficiaries. The three officials hardly ever come together on the fixed date with the result the beneficiaries had to wait at the fair for them sometime even upto 15 days. To avoid this a committee should be constituted consisting of government officials, project officials, official of banks and Scheduled Caste Finance Corporations, who should decide the process of granting loan, and purchasing of milch animal and proper time for purchase of milch animals.
- (4) Under the Animal Husbandry Schemes only buffaloes producing 5 kg. milk daily should be selected and provided to the Scheduled Caste persons so that they could generate some additional income. Since the maintenance cost of one buffalo comes between Rs. 6 to 8 per day it was suggested that only those Scheduled Caste families having some agricultural land should be considered.
- (5) For extending irrigation facilities only one tube well was constructed in one out of 4 villages. Its construction was incomplete and the Scheduled Caste farmers were doubtful about its functioning. It was suggested that small schemes should be formulated and implemented for extending irrigation facilities and their arrangements should be on the basis of group management.
- (6) Adequate publicity was not given to the schemes under which benefit could accrue to the Scheduled Caste beneficiaries by the different agencies like Corporations, etc. There was also lack of Co-ordination among the financing institutions, i.e. banks, district and block authorities which was essential to provide adequate supportive services for creating an atmosphere for understanding and co-operation. It was suggested that there is need to make close liaison among all the district and block level officers for the vigorous implementation of various schemes. Adequate publicity should be given about the various schemes implemented in the project area and also about the process of obtaining loan/subsidy from the Banks and Scheduled Caste Corporation.
- (7) Family oriented programmes should be formulated and implemented according to the profile of the family.
- (8) Housing subsidy of Rs. 2,000 is inadequate, and should be enhanced to Rs. 3,000 per house.

ANNEXURE V(b)

SUMMARY OF AN EVALUATION STUDY

Title of Study

Study on the Socio-economic Development of Scheduled Castes under Special Component Plan in Block Koila, District Agra.

The block is one of the 82 blocks with large Scheduled Caste population selected for the intensive development of Scheduled Castes during 1980-81. Extra funds to the tune of Rs. 5.00 lakhs are provided every year from Special Central Assistance for undertaking programme in the block.

Agency conducted the Study

Task-Force consisting of officers of Planning and Harijan Welfare Departments, Government of Uttar Pradesh.

Month of Study

January-February, 1982.

Objective of the Study

- (1) To evaluate the various development measures taken under the Special Component Plan in the block during 1981-82.
- (2) To check up delivery of various services (Social and economic) and also the level of satisfaction of the beneficiaries.
- (3) To know the difficulties in implementing the schemes and suggestions of the beneficiaries to make the programme more successful.
- (4) To make recommendations on the basis of the findings of the evaluation study.

About the Block

According to 1971 census total population of the block is 109356 out of which Scheduled Castes population is 31508 (30 per cent). Out of 5193 Scheduled Caste families in the block 5120 families are below the poverty line.

Programmes taken up under the Special Component Plan and no. of beneficiaries

In this block during 1981-82, 102 Scheduled Caste families were selected for economic development under the programmes of Antyodaya and I.R.D. Out of 102 families, 48 families (47 per cent) were given financial assistance for buffalo rearing, 16 for bullock-carts 10 for goat rearing, 5 for horse-driven carts, 4 for leather and shoe making, 4 for motor-cycle repairing shops, 3 for sewing machines and piggery, 3 for grocery shops, 2 for thread spinning and rest 5 families for general merchant, wood industries, cloth business, camel-driven

cart and pair of bullocks. Besides, under social inputs programme, schemes like development of house-sites and its allotment, construction of houses, drinking water facilities, link roads, medical aid and facilities of primary education were also taken up.

Views of the beneficiaries

- (1) A loan of Rs. 3,000 sanctioned to one beneficiary during November 1981 was actually disbursed by the Bank in December 1981. Moreover, till February 1982 Margin Money (Rs. 750) and subsidy (Rs. 750) was not sanctioned to him, with the result interest on his loan was going up. He was given improved goats instead of country-goats rearing of which is more beneficial and also the maintenance cost is less. In order to make goat rearing scheme successful at least 15—20 goats should be provided to each person.
- (2) Loan amounting to Rs. 2,500 for purchase of buffalo sanctioned to one person in October 1981 was not disbursed to him till February 1982. The purchase is made in a cattle fair, where veterinary Surgeon, representative of Bank and Block Development Officer or his representative should be present. Towards the close of the fair he was asked to make the choice of buffalo but was not given the buffalo he had chosen. He had to spend Rs. 50 from his own pocket for 2 day stay at the fair site, 30 km. away from his village. This frequent visits to the fair effect his daily wage earnings. To avoid this the loan amount should be paid in cash to the selected family for purchasing the bullocks of his choice at the fair site the Veterinary Surgeon and Block Development Officer should certify the animal.
- (3) The beneficiary who was sanctioned loan of Rs. 1500 for cloth vending on bicycle started selling *Markeen* cloth, Khadi cloth, *Poplin* etc. For starting such a business the amount is inadequate, as only cheap cloth could be purchased and varieties of cloth could not be stocked. After the stock is over, cloth is to be purchased from the city for which conveyance etc. costs about Rs. 20. Besides maintenance of cycle, other unforeseen expenses has to be incurred. The loan to be increased to Rs. 5,000 to maintain sufficient stock of cloth of different varieties.
- (4) One beneficiary was sanctioned loan of Rs. 5,000 under animal husbandry scheme for 2 buffaloes. Initially, he was provided with only one buffalo and the second buffalo only

when the first one goes dry. Due to the absence of cooperative milk collection centry private milk sellers collect milk at the rate of Rs. 1.70 p. per litre, selling it in the city @ Rs. 2.50 per litre. The scheme to provide one buffalo was found unuseful because when the beneficiary works out cost benefit ratio he was always the loser.

- (5) The beneficiary sanctioned loan amounting to Rs. 1,500 for plastic shoe trade, used to bring stock from Delhi and sell it in Agra, thereby earning Rs. 100 per month, whereas he had to spend Rs. 300 for going to Delhi twice a month for purchasing the items. The loan amount should be increased to Rs. 5,000.
- (6) The beneficiary who was sanctioned a loan of Rs. 1,500 for cycle repairing shop was getting income of Rs. 8 to 10 per day. Atleast a capital of Rs. 7,000 is necessary for opening a cycle repairing shop which should have spare parts such as tyre, tubes etc. Seeing the demand for the opening of cycle repairing shop, those interested should be given the benefit of this scheme.
- (7) The beneficiary who was sanctioned loan under horse-driven cart scheme could get the horse only and feeding it from his own pocket. This has resulted a drag on his economic condition rather than providing incremental income.
- (8) The beneficiary who was provided with capital of Rs. 1,500 for opening grocery shop was yielding a very limited income. Enough income could only be generated if the capital is increased to Rs. 5,000.

Observations and Suggestions

- (1) At the district level an officer designated as Additional District Development Officer (Harijan Welfare) has been appointed. He has to perform two duties, viz., (i) interlinking and coordination of various programmes with all the development departments, and (ii) as District Manager of Uttar Pradesh Scheduled Caste Finance & Development Corporation. It was observed that this officer mainly looks after the work of the corporation and not giving proper attention to the field work. It is suggested that the Additional District Development Officer should frequently tour the selected blocks, contact the beneficiaries personally for the speedy implementation of the economic development schemes.
- (2) At the Block level extra posts of 1 Assistant Development Officer, 2 Villgae Development Officers (VLW) provided to assist the Additional District Development Officer, are lying vacant. These posts should be filled up immediately. The Task Force felt that at least 5 Village Development Officers should be recruited in the selected blocks.
- (3) The coverage of families under the Special Component Plan was very poor. Hence there is a need to formulate phased programmes and fix their targets. To achieve this objective, surveys at the Block level should be conducted and on the basis of survey reports, suitable schemes should be taken up.
- (4) It was also found that most of the benefits have gone to Jatav community. Other Scheduled Castes, specially Balmikis, did not receive any benefit from the programme even though their families were well below the poverty line. Special attention was needed for the Balmiki and other scavenging communities.
- (5) The beneficiaries participation and choice should be taken into account for giving milch animals.
- (6) Adequate publicity to be given of the Special schemes under the Special Component Plan.
- (7) The procedure of getting income, no-objection certificates, etc. which is cumbersome should be simplified to avoid hardship to Scheduled Caste Persons. Further, the applicants, concerned officers including bank officers, should meet once or twice in a month at a particular place and for taking spot decisions.
- (8) The scheme of milch cattle was found unsuccessful in the block as the beneficiaries were supplied one buffalo instead of two, and moreover, there were no milk collection centres in the area. 2 buffaloes should be provided to each person, the second animal as soon as the first goes dry. Arrangements should be made to open milk collection centres in the area for the marketing of milk. The animals should be given to the persons who have some agricultural lands.
- (9) The supply of 4 to 5 goats under goat-rearing scheme was not found viable economically. It is necessary to provide 15 to 20 country goats or 8 to 10 cross-breed goats to each person to make the scheme yield a minimum industries should also be provided.
- (10) Agricultural inputs as well as business relating to agriculture should be given to the Scheduled Caste persons in order to rehabilitate them. In addition to this, a suitable package of schemes including animal husbandry, small industries should also be provided.
- (11) Amount released under Special Central Assistance during the year 1980-81 and 1981-82 to the block was not utilised.

ANNEXURE VI

Brief Details and Comments on Work done by the Scheduled Caste Development Corporations

1. Andhra Pradesh Scheduled Castes Cooperative Finance Corporation Limited

This Corporation was set up in 1974 with a share capital contribution of Rs. 10.00 lakhs. The main objective of the Corporation is to mobilise resources from financial institutions, credit organisation and the Government for taking up activities that will promote and accelerate the pace of economic development of Scheduled Castes. The Corporation also actively participate by giving margin money loans upto 20 per cent of the total outlay as part of beneficiary contribution. Since 1974—80, the Corporation has given loans to 2,40,349 Scheduled Caste persons. The total outlay of the programme taken up are Rs. 3715.04 lakhs. The Action Plan for 1981-82 envisaged upliftment of 5,000 Scheduled Caste families in each district. As against a total target of 1,21,373 families, upto the end of December, 1981, 70,856 (58.38 per cent) families had been covered.

2. Assam State Development Corporation for Scheduled Castes, Gauhati

The Corporation was set up in June, 1975 with an authorised share capital of Rs. 1 crore. Initially, the entire share capital was subscribed by the State Government but subsequently the Government of India subscribed to about 49 per cent. Upto the end of 1978, the Corporation was simply helping the Scheduled Caste families in obtaining loan from the Commercial Banks under D.R.I. scheme. Thereafter the Corporation has taken up nearly 40 schemes for the development of Scheduled Castes, viz., basket making, carpentry, fishing, boat making, cane and bamboo works, weaving, tailoring, blacksmithy, goat keeping, dairy, fishery, poultry, piggery, etc. Information about the progress of implementation of various schemes during 1981-82 was not available. It appears that the Corporation has so far formulated only a few viable schemes. It should formulate such schemes which would generate sufficient incremental income, providing adequate finance from commercial banks as well as to enable the families to cross the poverty line. The assistance of the Corporation should not end with sanctioning funds. It should follow up utilisation of loans and help in establishing linkages, back up services etc. Direct lending of loans, as is being done by this Corporation, does not seem to be a desirable policy.

3. Bihar State Scheduled Castes Cooperative Development Corporation Limited

The Corporation was set up in the year 1978 with an authorised share capital of Rs. 500 lakhs. So far there is only one scheme of 'margin money loan' approved by the Corporation. During 1980-81, the

Corporation processed only 3,640 cases out of which 1,182 cases involving bank loans of Rs. 24.31 lakhs were sanctioned and the amount of margin money loan given was Rs. 7.00 lakhs. Similar information for the year 1981-82 is not available. It is obvious that this Corporation has yet to start its work in right earnest.

4. Gujarat Scheduled Castes Economic Development Corporation Limited

Gujarat Scheduled Caste Economic Development Corporation was set up as a limited company in 1979 with a share capital of Rs. 2 crores. The main objectives of this Corporation are to plan, promote, aid, counsel, assist, finance, protect and undertake programmes of agricultural development, marketing, processing, supply and storage of agricultural produce, small scale industries etc. for the benefit and welfare of Scheduled Castes. The Corporation makes arrangements for obtaining loans from the bank under D.R.I. scheme. During 1981-82, the Corporation was targeted to cover 24,000 families who are living below the poverty line. On this, only 5,395 loan applications have been finalised by them.

5. Haryana Harijan Kalyan Nigam, Chandigarh

The Haryana Harijan Kalyan Nigam has been advancing loans to the Scheduled Castes to enable them to start their independent ventures in various fields like dairy, farming, shoe making, piggery, poultry, etc. In addition, the Nigam has set up three production-cum-training centres providing direct employment and training to Scheduled Castes youths and 2,448 were benefited through various programmes of the Nigam during 1980-81 and it was proposed to benefit 12,500 Scheduled Castes in 1981-82.

6. Himachal Pradesh Scheduled Castes Development Corporation

This Corporation was set up in November 1979 with the authorised share capital of Rs. 5.00 crores. 2,368 families were covered under the programme during the year 1980-81 to provide margin money participation in respect of modest schemes where non-recurring outlays do not exceed Rs. 6,000 in each case. Nearly 20,000 beneficiaries are to be covered in 1981-82, while 13,000 Scheduled Castes families are proposed to be benefited during 1982-83. The Government has set up district level committees to monitor and review the progress of the activities of the Corporation.

7. Karnataka Scheduled Castes|Scheduled Tribes Development Corporation

The Corporation was set up in the year 1975 under the Companies Act, with an authorised share capital of

Rs. 1 crore, which was enhanced to Rs. 5 crores. The paid up capital of the Corporation as on 31.3.82 was Rs. 395.30 lakhs. The Corporation implemented the programme of full loan to the members of Scheduled Castes/Scheduled Tribes during the year 1976-77 and 1977-78 but the scheme was discontinued from 1978-79. From the year 1978-79 the Corporation has taken up the implementation of the scheme to provide 25 per cent margin money in collaboration with the banks for the economic development of Scheduled Castes and Scheduled Tribes. The progress achieved under this scheme from 1978-79 to 1980-81, shows that an amount of Rs. 242.15 lakhs (Rs. 59.34 Margin Money Loan and Rs. 182.81 lakhs bank loans) was sanctioned to 12,036 persons, whereas in the year 1981-82, 14,267 persons were sanctioned Rs. 370.53 lakhs (Rs. 29.25 lakhs Margin Money Loan and Rs. 278.28 lakhs bank loans). Though more banks are now participating in the scheme the coverage is still rather small.

8. Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes

This Corporation was registered under the Companies Act in December, 1972 with a view to undertaking the major task of coordinating and consolidating Scheduled Castes and Scheduled Tribes development activities in general and undertaking programmes of economic uplift in particular. The most important functions of the Corporation are construction of houses and issue of loans for economic activities. The Corporation has taken up housing schemes (3,200 houses) and provided loans amounting to Rs. 73.65 lakhs to 2,064 persons for small business, trade or industry etc. It also supplied 23 auto-rickshaws costing Rs. 28.43 lakhs and financial assistance amounting to Rs. 40,000 to 5 persons for purchase of machinery for productive purposes. Financial assistance amounting to Rs. 2.10 lakhs has been given to 17 persons to enable them to set up mini-industrial units. A study of the activities of the Corporation reveals that the Scheduled Castes Development Corporation has been finding it difficult to establish effective linkages with financial institutions particularly with commercial banks. It is not appropriate in the name of immediate expediency for the Corporation to obtain bulkloans from commercial banks and in turn lend this to Scheduled Castes beneficiaries. To meet this difficulty with the commercial banks, it should be possible for the Corporation to establish linkages with the Cooperative institutions at least with some of the societies which are functioning reasonably well. The Scheduled Castes Development Corporation may take the advantage of the scheme in the Cooperative Sector under which interest free loans are given to Scheduled Castes and also interest subsidy.

9. Orissa Scheduled Castes Finance Cooperative Corporation

This Corporation was registered in 1979 under the Orissa Cooperative Act, 1962 and started working in July, 1980. During the year 1980-81, loans financed under the various schemes of the Corporation amounted to Rs. 54.26 lakhs benefiting 7,251 Scheduled Castes, whereas in the year 1981-82 (from 7/81 to February

1982) the number of Scheduled Caste beneficiaries was 4,214, who were financed loans amounting to Rs. 48.25 lakhs. The Corporation has taken up two Special programmes to step up the progress, viz., Lake/Lagoon fishing in Chilika area and supply of improved looms, equipments, fireproof sheds and working capital to Scheduled Caste weavers through the Orissa Handloom Weavers Cooperative Society and the Orissa Handloom Development Corporation. These programmes will benefit 2,000 and 4,500 families, respectively.

10. Mahatma Phule Backward Class Development Corporation Limited

This Corporation has prepared Special Programme for the target groups amongst the Scheduled Castes and Neo-Buddhists living below the poverty line. This programme mainly consists of 14 schemes. The Corporation under its regular programme during 1980-81 (1st April, 1980 to 31st December, 1980) received 52,203 proposals from various districts and recommended 44,080 proposals to various banks in different districts. The banks sanctioned only 13,090 proposals which ensures banks financial involvement of Rs. 457.20 lakhs. The Corporation proposes to cover 54,000 additional beneficiaries under the Special Programmes at a cost not exceeding Rs. 3.46 crores.

11. Punjab Scheduled Castes Land Development and Finance Corporation, Chandigarh

This Corporation was set up in 1971 under the provisions of the Punjab Scheduled Castes Land Development and Finance Corporation Act, 1970 for the economic uplift of the Scheduled Castes for planning, promoting and undertaking programme of agricultural development, marketing, processing, supply and storage of agricultural product and for financing various other projects of business and trade. Originally the State Governments provided a capital of Rs. 5 crores which was later increased to Rs. 10 crores. The State Government have now fixed the upper limit of the authorised capital of the Corporation at Rs. 20 crores. The Corporations has identified 57 trades/vocations for advancing loans. From 1971-72 to 1979-80 a sum of Rs. 878.23 lakhs was disbursed among 19,292 beneficiaries whereas in the year 1980-81, a sum of Rs. 769.46 lakhs was disbursed among 22,223 beneficiaries. During 1981-82 the coverage increased sizeably to 28,686 beneficiaries who were disbursed Rs. 986.80 lakhs.

12. Rajasthan Scheduled Caste Development Cooperative Corporation Limited

The Corporation was registered under the Rajasthan Cooperative Societies Act in March, 1980 and started functioning to act as a catalytic organization for the rapid economic development of Scheduled Caste families with an authorised share capital of Rs. 5 crores. The available information indicates that the progress on the distribution of margin money loan during the year 1981-82 in respect of 4 schemes was to the tune of Rs. 20.73 lakhs and the subsidy amount disbursed was Rs. 267.00 lakhs (estimated) benefiting 9,770 Scheduled Caste families.

13. Uttar Pradesh Scheduled Castes Finance and Development Corporation Limited

This Corporation was set up in March, 1975. Initially it was established with a paid up capital of Rs. 2.00 lakhs for formulating schemes for employment of Scheduled Castes on an adequate scale. Now it has been entrusted the task of removing poverty and thereby building up socio-economic independence and individual dignity with adequate financial support. At present its authorised capital is Rs. 5.32 crores (January 1982). The Corporation benefited 79,608 Scheduled Castes persons by investing a total sum of Rs. 9.33 crores till December, 1981 under the programmes, namely village industries grant, professional grant to law, medical and engineering graduates, agricultural grant, D.R.I. schemes, including cloth-vending miscellaneous business and provision of typewriters to

educated unemployed, margin money loan schemes and margin money loan and grant scheme. The progress under margin money loan and grant scheme of the Corporation shows that during the year 1980-81 and 1981-82 (upto December 1981) as against the target of 30,072 and 36,576 Scheduled Caste persons, the number of beneficiaries was 30,011 and 31,407 (upto December, 1981) investing an amount of Rs. 2.73 crores and 4.10 crores against the financial allocation of Rs. 7.22 crores and 7.32 crores respectively. The financial shortfall during 1980-81 was reported to be due to the fact that scale of financing adopted by the banks was on the lower scale. It will also be seen that the physical targets fixed for 1980-81 were almost achieved, but for the year 1981-82, it is doubtful, whether the Corporation would succeed in achieving the fixed physical and financial targets.

Flow of funds from State Plan to Tribal Sub-Plan 1980—85 and 1981-82

Sl. No.	State/U.T.	1980—85 % flow to TSP from State plan	1981-82 Total size of TSP TSP Plan from State plan	% of ST Population to total Population State plan	
				5	6
1	2	(Rs. in crores)			
1. Andhra Pradesh	.	4.50	16.35	3.08	5.12
2. Assam	.	10.78	22.21	10.58	9.48
3. Bihar	.	19.39	104.49	18.66	8.75
4. Gujarat	.	13.98	78.87	12.48	14.07
5. Himachal Pradesh	.	8.48	7.96	7.96	4.10
6. Karnataka	.	1.05	3.49	0.50	0.89
7. Kerala	.	1.53	3.30	1.20	0.90
8. Madhya Pradesh	.	16.55	100.68	15.72	23.56
9. Maharashtra	.	4.95	55.19	5.11	7.62
10. Manipur	.	34.87	16.08	37.39	31.13
11. Orissa	.	35.55	90.57	32.93	23.13
12. Rajasthan	.	10.01	45.54	12.39	12.17
13. Tamil Nadu	.	0.54	3.08	0.60	1.09
14. Tripura	.	27.43	12.47	27.71	28.98
15. Uttar Pradesh	.	0.05	0.80	0.08	0.23
16. West Bengal	.	5.15	26.20	4.10	5.87
17. Sikkim	.	13.43	3.20	13.83	24.76
18. Andaman and Nicobar Islands	.	16.02	3.24	17.29	15.65
19. Goa, Daman and Diu	.	0.79	0.32	0.92	0.82
TOTAL	.	7.80	594.04	8.03	7.58

CHAPTER IV

EDUCATION, SOCIAL DEVELOPMENT, ATROCITY AND UNTOUCHABILITY

Educational development is the essential prerequisite for the allround development of any community. Social and religious reformers in India realised the importance of education and worked for the educational uplift of the people throughout the ages. Prior to independence the poor progress in educational development among the Scheduled Castes was partly due to the strong caste prejudices and prevalence of the practice of untouchability and among the Scheduled Tribes it was due to the inaccessibility and remoteness of the areas.

Constitutional safeguards

4.2 Independence ushered in a new era of national development based on the acceptance of a socialistic pattern of society which would secure equitable distribution of wealth and equality of opportunity for all, in education, employment and cultural advancement. The Directive Principles of State policy include universal education to all children upto the age of 14 years, promotion, with special care, of the educational and economic interests of the weaker section of the people, and, in particular of the Scheduled Castes and Scheduled Tribes, and protection from social injustice and all forms of exploitation. The Constitution has also made safeguards to protect the interests of the Scheduled Castes and Scheduled Tribes against any injustice in the matter of establishment and admission to educational institutions and grant from State funds. Article 15(4) provides that "nothing in this article or in clause (2) of article 29 shall prevent the State from making any special provision for the advancement of any socially and educationally backward classes of citizens or for the Scheduled Castes and the Scheduled Tribes".

Educational development through Five Year Plans

4.3 These directives enshrined in the Indian Constitution have been reflected in various five year plans which have sought to raise the level of education among the Scheduled Castes and Scheduled Tribes. During the First Five Year Plan a sum of Rs. 10.87 crores was spent by various State Governments mostly for pre-matric education of the backward classes and in particular of Scheduled Castes and Scheduled Tribes. In addition, the Central Government spent a sum of Rs. 3.65 crores for the award of scholarships for post-matric education of these classes. In the First and Second Five Year Plans, the educational schemes for Scheduled Castes and Scheduled Tribes were the following :

1. Scholarships (pre-matric and post-matric);
2. Opening of Schools in Tribal Areas;

3. Grants of books, hostel fees;
4. Opening of Residential Schools, Balwadis Community Centre, etc.

4.4 Gradually the scope of programmes for educational development in the various five year plan periods broadened. A mid-term appraisal of Fourth Plan showed that nearly half of the Backward Classes Sector allocations (48 per cent) was mainly spent on educational programmes alone. The pattern of educational programmes for Scheduled Castes and Scheduled Tribes of the Government of India and of the State Governments is given below :

- (a) Central and Centrally Sponsored Programmes (Sixth Plan outlay in brackets)
 1. Post-Matric Scholarships (Rs. 130 crores);
 2. Girls Hostels (Rs. 13 crores);
 3. Pre-Matric Scholarships for children of those engaged in unclean occupation (Rs. 8 crores);
 4. Book Banks (Rs. 3 crores).
- (b) State Sector Schemes (Selected ones)
 1. Scholarships and stipends at various levels;
 2. Supply of text books, stationery, equipment, uniform, sports material;
 3. (a) Administration of Balwadis, Primary Schools, Middle Schools, Higher Secondary Schools;
(b) Attendance prize to students;
 4. Residential Schools;
 5. Hostels (and reservation of seat in general hostels);
 6. Amenities to boarders in private hostels and financial assistance for sharing rental accommodation;
 7. Merit Scholarship;
 8. Expenses of those reading in public schools;
 9. Reimbursement of examination fees and tuition fees at various levels of education;
 10. Excursion;
 11. Mid-day meals;
 12. Loans to students for pursuing education;
 13. Vocational craft classes;

14. Introduction of modern trades and training centres for self-employment;
15. Coaching and study centres;
16. Award to teachers;
17. Houses for teachers.

4.5 In addition to this, the Ministry of Education and the University Grants Commission have also been providing various other facilities to Scheduled Castes/Scheduled Tribes students, namely :—

- (1) Reservation of seats in educational institutions including Engineering and Medical Colleges, Technical Institutions and Sainik Schools;
- (2) Relaxation in age and marks for admission;
- (3) Research scholarships and fellowships :
 - (a) 10 per cent of the Junior Research Fellowships by the Universities (287 fellowships);
 - (b) 50 Junior and 20 Senior Research Fellowships for Scheduled Castes and Scheduled Tribes by University Grants Commission;
 - (c) 10 per cent of the Senior Research Fellowships (10 fellowships) and 10 per cent of the Research Associateship, in addition to 20 Research Associateships;
 - (d) 25 Post-Graduate Scholarships for those SCs/STs belonging to Border Hill areas;
 - (e) 6 Fellowships (10 per cent) in Engineering and Technology;
 - (f) 4 Scholarships (10 per cent) for Post-Graduate studies in Sanskrit, Pali/Prakrit, Ardhamagadhi, Arabic, Persian;
 - (g) 5 Scholarships (10 per cent) for LL.M Courses.

4.6 Thus, it is seen that in pursuance of the safeguards provided in the Constitution, the Government of India and the State Governments have been making progress in educational development of Scheduled Castes and Scheduled Tribes by making liberal financial allocations for a variety of educational schemes in various five year plans. The following are a few indicators :—

1. Literacy Rate

	1931	1961	1971	Increase in percentage (1931-1971)
Scheduled Castes	.	1.9	10.3	14.67 (7 times)
Scheduled Tribes	.	0.7	8.5	11.30 (16 times)
General	.	9.5	24.0	29.45 (3 times)

2. Enrolment

	1952-56 (I Plan period)	1979-80
Scheduled Castes	.	6.00
Scheduled Tribes	.	4.50

3. Post-Matric Scholarships

	1948-49	1981-82
Scheduled Castes	647	6,16,961
Scheduled Tribes	84	(excluding Karnataka)
Total :	731	6,16,961

4. Overseas Scholarships

	1954-55	1981-82
Scheduled Castes	2	9
Scheduled Tribes	2	3
Total :	4	12

4.7 Although the total enrolment in elementary education in the country has increased from 223 lakhs in Classes I-VIII in 1950-51 to around 905 lakhs during 1979-80, yet, for every three children enrolled in primary and middle schools, one other eligible child is left behind. Thus, it is seen that 25 per cent of the eligible children are still required to be enrolled in schools to achieve the goal of universal education of all children upto the age of 14 years. According to an estimate the position in respect of Scheduled Castes and Scheduled Tribes is further poor as 38 per cent of Scheduled Castes and 56 per cent of Scheduled Tribes children are yet to receive elementary education. In addition to this, nearly 64 per cent of the children enrolled in Class I drop out before completing Class V.

4.8 It is reported in the Sixth Plan document (1980—85) that concerted efforts are further called for to reach the socially handicapped and economically weaker sections of the society, such as women, Scheduled Castes, Scheduled Tribes, landless labourers, etc., so that enrolment rates in elementary education of the socially deprived groups and the general population are brought on par at least by the end of the Sixth Plan.

4.9 The position of educational progress of Scheduled Castes and Scheduled Tribes through various programmes as available till the end of 1981-82 (period under report) has been discussed in the following paragraphs.

Literacy Rate (1971 Census)

4.10 The position with regard to the low literacy among the Scheduled Castes and Scheduled Tribes, and especially among the females can be seen from the following table :—

TABLE 1—Literacy Rate

	Persons	Males	Females
General	29.45	39.45	18.69
Scheduled Castes	14.67	22.36	6.44
Scheduled Tribes	11.30	17.63	4.85

4.11 Statewise position of literacy among the Scheduled Castes and Scheduled Tribes is discussed below :

Scheduled Castes

As against 14.67 per cent of all-India literacy rate among the Scheduled Castes (for general population the rate being 29.45 per cent), the rate was higher among the Scheduled Castes of Assam including Mizoram, Gujarat, Himachal Pradesh, Kerala, Maharashtra, Manipur, Meghalaya, Orissa, Punjab, Sikkim, Tamil Nadu, Tripura, West Bengal, Arunachal Pradesh, Chandigarh, Dadra & Nagar Haveli, Delhi, Goa, Daman & Diu and Pondicherry. The literacy rate was lower among the Scheduled Castes of (1) Bihar (6.53 per cent), (2) Rajasthan (9.14 per cent), (3) Uttar Pradesh (10.20 per cent), (4) Andhra Pradesh (10.66 per cent), (5) Jammu and Kashmir (11.97 per cent), (6) Haryana (12.60 per cent) and (7) Karnataka (13.89 per cent). Among the Scheduled Castes females, the literacy rate is very low (less than all-India Scheduled Castes females literacy rate of 6.44 per cent), in the States of Bihar (1.03 per cent), Rajasthan (1.25 per cent), Uttar Pradesh (2.46 per cent), Haryana (3.09 per cent), Madhya Pradesh (3.88 per cent), Jammu and Kashmir (4.18 per cent), Orissa (5.17 per cent) and Andhra Pradesh (5.29 per cent). Thus, it is seen that a contiguous belt stretching from Andhra Pradesh to Jammu and Kashmir and Rajasthan to Bihar is educationally backward.

Scheduled Tribes

4.12 The States which have better literacy rate among the Scheduled Tribes (as compared to the all-India Scheduled Tribes literacy rate of 11.30 per cent) are Assam (including Mizoram), Bihar, Gujarat, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Manipur, Meghalaya, Nagaland, Tripura, Uttar Pradesh, Andaman and Nicobar Islands, Goa and Lakshadweep. The States/Union Territories having poor Scheduled Tribes literacy rate are Arunachal Pradesh (5.20), Andhra Pradesh (5.34), Rajasthan (6.47), Madhya Pradesh (7.62), Dadra & Nagar Haveli (8.90), West Bengal (8.92), Tamil Nadu (9.02) and Orissa (9.46). Among the Scheduled Tribes females States having lower literacy rate (lower than the all-India Scheduled Tribes females rate of 4.85 per cent) are Rajasthan (0.4), Arunachal Pradesh (1.70), Andhra Pradesh (2.13), Madhya Pradesh (2.18), Orissa (2.58), Dadra and Nagar Haveli (2.59), West Bengal (3.09), Maharashtra (4.21) and Sikkim (4.48).

4.13 The Commission recommend that planned and concerted efforts may be made to raise the literacy rate of females among the Scheduled Castes and Scheduled Tribes to at least 10 per cent (from 4.85 per cent STs and 6.44 per cent SCs) and among the SC/ST males to 30 per cent (from 17.63 per cent STs and 22.36 per cent SCs) in the remaining period of VI Plan itself.

School level education (pre-matric) :

4.14 *Enrolment*—According to 1979-80 enrolment figures at various stages of School education it is noted that percentage of Scheduled Castes (13.75 per cent) and Scheduled Tribes (6.25 per cent) to total enrolment in primary stage is a little less than their proportion in the total population (SCs 14.6 per cent and STs 6.94 per cent). The progress in Middle and High School/Higer Secondary stage is far from satisfactory, more so among the Scheduled Tribes. Details are furnished in the following table :—

TABLE—2—Enrolment

(in lakhs)

Stage	India	Scheduled Castes (14.60% of country's population)	Scheduled Tribes (6.94% of country's population)
1. Primary Stage (Class I to V)	709.40	97.55(13.75%)	44.36(6.25%)
2. Middle Stage (Class VI to VIII)	187.01	20.19(10.79%)	6.65(3.56%)
3. High School/ Higher Secondary Stage (Class IX onwards)	93.64	9.86(10.53%)	3.13(3.35%)

The all-India percentage of scheduled castes enrolment at the middle stage to that of primary stage being 20.70, the progress among scheduled castes was lacking in the States of Andhra Pradesh, Bihar, Orissa, Rajasthan and West Bengal. The all-India Scheduled Castes percentage of enrolment in High School/Higer Secondary stage to that of Middle level was 44.41, the progress was not satisfactory in Bihar, Haryana, Kerala, Madhya Pradesh, Punjab and Rajasthan. In respect of scheduled tribes, the all-India percentage of enrolment from Middle to Primary level of education was 15 and in High School/Higer Secondary level from the middle level was 44.25. Statewise the progress at Middle level was satisfactory only in Assam, Meghalaya, Rajasthan and West Bengal. At the High/Higer Secondary level, the States of Andhra Pradesh, Assam, Maharashtra, Meghalaya, Orissa and Rajasthan have shown considerable progress. Statewise information (in respect of selected 16 States having predominant Scheduled Castes and Scheduled Tribes population) is given in the following table :—

TABLE—3. Progress of enrolment at various levels of education in terms of percentage

Sl. No.	State	Scheduled Castes %age of enrolment		Scheduled Tribes %age of enrolment	
		Middle to Primary	High School/ Higher Secondary to Middle	Middle to Primary	High School/ Higher Secondary to Middle
1	2	3	4	5	6
1. Andhra Pradesh	9.87	76.50	6.20	72.08	
2. Assam	—	—	—	30.34	50.45
3. Bihar	11.74	33.62	11.73	34.56	

1	2	3	4	5	6
4. Gujarat	.	23.46	49.82	14.30	43.12
5. Haryana	.	26.24	27.84	—	—
6. Karnataka	.	34.60	57.41	—	—
7. Kerala	.	46.07	38.87	—	—
8. Madhya Pradesh	21.59	31.23	13.38	25.76	
9. Maharashtra	21.33	56.25	11.46	47.27	
10. Meghalaya	.	—	—	19.24	67.88
11. Orissa	.	10.80	54.92	9.11	48.91
12. Punjab	.	21.77	34.80	—	—
13. Rajasthan	.	20.13	43.86	17.84	45.13
14. Tamil Nadu	22.73	44.68	—	—	
15. Uttar Pradesh	23.44	61.50	—	—	
16. West Bengal	.	13.61	49.37	15.12	33.22

Need for Residential Type of Educational Institutions

4.15 The Fourth Educational Survey has reported that non-availability of schools is not the major constraint in the enrolment of scheduled castes and scheduled tribes students in the elementary education. But socio-economic compulsions in families, not too relevant nature of curricular programmes and lack of essential facilities in schools are some of the other factors contributing to slow progress. The Commission consider that most important reason for the present unhappy situation in the tribal areas, is the existence of single teacher schools. Instead of opening single teacher schools further, the state governments should set up two-teacher schools and convert the existing single teacher schools into two-teacher schools in a phased manner.

4.16 Another effective measure to popularise education would be to provide residential type of schools. The Commission recommend that there should be at least one residential school each for scheduled castes boys, scheduled castes girls, scheduled tribes boys and scheduled tribes girls at every Panchayat level in the States/Union Territories. The Ministry of Home Affairs and the Ministry of Education should provide additional financial assistance in the initial stages. In those States/UTs (like Mizoram and Meghalaya) where number of schools are large enough and where residential schools are not considered necessary at Primary level the Government should consider providing enhanced facility of uniforms, stationery, reading and writing material and other necessary educational kit to the scheduled castes and scheduled tribes students.

Teaching of subjects like Science, Mathematics, and Technical Courses

4.17 For rapid development of scheduled castes and scheduled tribes it is necessary that there is a match between the quality of education and the employment opportunities. In the tribal areas industrialisation is spreading very fast, and the quality of education available in these areas being poor, educated tribals are out of place in the job market. The

Commission recommend that subjects like Science, Mathematics should be popularised among the scheduled castes and scheduled tribes students. In the technical institutions employment oriented trades should be introduced. The Ministry of Home Affairs should set up a standing committee consisting of representatives of Ministry of Education, Ministry of Labour and Employment and the Bureau of Public Enterprises to review the pattern of technical education and employment opportunity.

College level education (Post-Matric)

1. University and College education

4.18 The Ministry of Education have issued guidelines for providing following facilities to Scheduled Castes/Scheduled Tribes students in educational institutions :

- reservation of 20 per cent seats in educational courses ;
- concession of 5 per cent marks in the minimum percentage of marks required for admission to any course ;
- a further relaxation in the marks for filling the reserved quota ;
- reservation of 20 per cent seats in hostels.

2. Technical Education

4.19 The Scheduled Castes/Scheduled Tribes students are given following facilities in pursuing technical courses :

- in the Engineering Colleges/Polytechnics under the control of Government of India, 15 per cent of seats are reserved for Scheduled Castes and 5 per cent for Scheduled Tribes;
- necessary relaxation in the minimum percentage of marks ;
- information in respect of selected states is as shown below :

% age of seats reserved for		
	Scheduled Castes	Scheduled Tribes
(i) Karnataka	.	15% 3%
(ii) Tamil Nadu	.	18% for both SCs/STs
(iii) Uttar Pradesh	.	18% 2%

Facilities provided to Scheduled Castes and Scheduled Tribes students in technical courses :

4.20 The Ministry of Education and Culture provide the following facilities to SCs and STs students pursuing technical courses :

- There are special coaching arrangement for SCs/STs students in the Indian Institutes of Technology to bring them upto the level of

other candidates in the various subject fields.

- (ii) SCs|STs students are facilitated to take lower load compared to other students in the semester examinations by organising appropriately the courses for them at the Indian Institutes of Technology.
- (iii) An amount of Rs. 500 per head is provided to SCs|STs students for purchase of books. Several copies of books required by students have been purchased by the libraries and these are loaned to SCs|STs students for one semester at a time.

Another special scheme for helping SCs|STs students is in the process of formulation. Under the proposed scheme SCs|STs students studying in Class XII (Science stream) aspiring for admission to engineering|professional courses will be given free special coaching for about ten months prior to the joint entrance examination of the Indian Institutes of Technology. The coaching will enable them not only to compete for admission to engineering colleges but also help them perform better in the Senior Secondary School Examination. It is envisaged that 182 or so senior schools having Science stream throughout the country will help administer the scheme by registering the students desirous of joining the coaching classes as also the teachers volunteering to coach. The Principal of the school will monitor the scheme.

4.21 The Government of Karnataka have informed that special coaching arrangements are made in the first year of the technical institutions on permanent basis vide G.O. No. ED 47 MTE 76, dated 26-8-76. All the Government and Aided Technical Institutions in the State are having Book Banks from where Scheduled Castes|Scheduled Tribes students are supplied books. The Government of Tamil Nadu started the special coaching scheme from the academic year 1981-82 in the seven Engineering Colleges in the State. But under their scheme special coaching classes are to be conducted only for a period of two months every year (20 days in a month) and for two hours every day out of the regular class hours. We feel that this provision is inadequate.

4.22 The Commission recommend that reservation of seats for Scheduled Tribes in technical institutions at Government of India level may be raised from 5 per cent to 7 per cent as the scheduled tribes form nearly 7 per cent of the total population in the country. The Ministry of Education should constantly monitor the intake of Scheduled Castes|Scheduled Tribes students in the Technical institutions and include the progress in their Annual Report. The States|Union Territories having sizeable Scheduled Castes|Scheduled Tribes population and not having adequate number of technical institutions should formulate special policy and adopt concrete steps to have more seats for their Scheduled Castes|Scheduled Tribes students in technical institutions of other States and Government of India run|aided technical institutions. The Ministry of Education and the Ministry of Home

Affairs should jointly look into this problem and adopt suitable measures.

3. Medical Education

4.23 The percentages of reservation of seats for Scheduled Castes and Scheduled Tribes students in Medical Colleges of a few selected States are as given below :

		% age of seats reserved for	
		Scheduled Castes	Scheduled Tribes
1. Karnataka		15	3
1. Tamil Nadu		18 for both SCs/STs	

The following table shows the extent of utilization of seats in a few selected States :

	Seats reserved		Seats filled	
	SCs	STs	SCs	STs
1. Maharashtra .	129	67	133	55
2. Uttar Pradesh .	140	16	140	16
3. West Bengal .	170	35	115	1
4. Goa, Daman & Diu . .	11	2	1	—
5. Pondicherry .	—	2	—	2
6. Madhya Pradesh	108	108	90	59

4.24 It is noted from the above table that excepting the States of Maharashtra and Uttar Pradesh, seats reserved for Scheduled Castes could not be filled in. In respect of Scheduled Tribes the position is further dismal in all the States except Uttar Pradesh, and Pondicherry in which Scheduled Tribes population is very small. The Commission recommend that reservation of seats for Scheduled Castes|Scheduled Tribes students in the Medical Colleges run|aided by Government of India should be 15 per cent and 7 per cent respectively. The Ministry of Health and Family Welfare and also the Ministry of Education should monitor the intake of Scheduled Castes|Scheduled Tribes students in the Medical Colleges and indicate progress in their Annual Reports. The States|Union Territories having sizeable Scheduled Castes|Scheduled Tribes population and not having adequate number of Medical Colleges should formulate special policy and adopt concrete steps to have more seats for their Scheduled Caste|Scheduled Tribe students in Medical Colleges of other States and Government of India run|aided institutions. The Ministry of Health and Family Welfare and the Ministry of Home Affairs should jointly look into this problem and adopt suitable measures. The States which could not fill in the reserved seats for Scheduled Caste|Scheduled Tribe should take remedial measures such as coaching of Scheduled Caste|Scheduled Tribe students for appearing at the admission test etc.

4. Agriculture University in Tribal area of Bihar

4.25 Birsa Agriculture University, Ranchi, set up in 1981 for catering to the needs of tribals of Chota-

nagpur and Santhal Parganas of Bihar heralds a new era of development for this Tribal region.

5. Priority Courses :

4.26 Subjects like agriculture, forestry, horticulture, industrial trades, and sports, should as far as possible be popularised among the Scheduled Caste|Scheduled Tribe students at various stages of education.

Adult Education and non-formal education :

4.27 According to 1981 provisional figures, 438 million (64 per cent) people are illiterate in our country. According to UNESCO figures, out of 814 million adult illiterates in the world, 243 million (30 per cent) stay in India alone. In the non-formal education of Scheduled Castes and Scheduled Tribes the course content should include instructions as to how to deal with problems connected with land, credit, currency, weights and measures, hygiene, local geography, local administration, local government functionaries, etc. The Commission are of the view that non-official voluntary organisations should be actively associated in spreading non-formal education and popularising Adult Education programme in the country.

Centrally Sponsored Schemes for the educational development of Scheduled Castes and Scheduled Tribes under the Backward Classes Sector (run by the Ministry of Home Affairs)

1. Post-Matric Scholarships for SC|ST students :

4.28 During the period 1981-82, as many as 616,961 scheduled castes and scheduled tribes students were awarded these scholarships (excluding Karnataka figures). The Central Assistance during this period for scheduled castes and scheduled tribes was of the order of Rs. 2171 lakhs and Rs. 473.33 lakhs respectively. In September 1981, the Ministry of Home Affairs revised the rates of post-matric scholarships. Some State Governments have also made additional provisions not covered under the Government of India Post-Matric Scholarship Regulation. In the State of Andhra Pradesh, Scheduled Caste|Scheduled Tribe students doing post-graduation in Medicine, Engineering, etc., are given an additional amount of Rs. 100 p.m. raising their stipend to Rs. 550 p.m. A sum of Rs. 2.25 lakhs was provided during the period 1981-82. Also the State Government provide for those Scheduled Caste students pursuing M. Phil or Ph.D courses who are unable to get the UGC Scholarships. The State Government have also earmarked Rs. 2 lakhs during 1981-82 to assist deserving and poor Medical and Engineering students who had failed more than once and were not eligible for the Post-Matric Scholarships. The Government of Gujarat award Post-Matric Scholarships to all eligible girl students even if their family income exceeds Rs. 12,000 per annum. Again, Scheduled Caste students belonging to 'Bhangi' community and pursuing Medical, Dental and Ayurvedic courses are entitled to Post-Matric Scholarships if their parents income does not exceed Rs. 15,000 per annum.

4.29 One of the most important aspects for making this scheme a success is the timely disbursement of

the scholarships. Some of the bottlenecks are late opening of the institutions, delay in sanction of renewal scholarships, procedural delays, inadequacy of staff at the administrative as well as institution's level etc. Although the Ministry of Home Affairs has issued guidelines to State Governments|Union Territory Administrations for timely payment of scholarships, the problem still remains to be sorted out at the implementation level. In Karnataka, the State Government, the Department of Social Welfare and the computer centre have jointly developed a Computer Aided Management Systems (CAMS) to speedily process award of scholarships to Scheduled Caste|Scheduled Tribe students. This system has enabled to overcome most of the bottlenecks and smooth functioning of the scheme. All the other State Governments|Union Territory Administrations have been requested by Ministry of Home Affairs to consider introduction of the pattern followed by Karnataka.

4.30 This Commission recommend that the Ministry of Home Affairs should review the pattern and implementation of the Post-Matric Scholarships scheme once in every three years.

2. Girls Hostels :

4.31 The amount released during the previous four years for girls hostels was as given below :

		Scheduled Castes	Scheduled Tribes	(Rs. in lakhs)
1978-79	.	.	.	50.00
1979-80	.	.	.	142.97
1980-81	.	.	.	219.55
1981-82	.	.	.	316.91
				73.61

The Commission consider that allocations for Scheduled Castes girls hostels were highly inadequate considering their low enrolment in elementary stages of education. In the areas predominantly inhabited by scheduled castes and also in urban areas, girls hostels could not be opened for want of suitable sites or on account of high price of land and building material. Facilities of crafts training, as envisaged under the revised pattern of the girls hostel scheme could not also be implemented on account of financial constraints. The Ministry of Home Affairs should review the policy of girls hostels and encourage opening of more and more girl hostels, where necessary and financial constraints should not be allowed to come in the way of successful implementation of this scheme.

3. Book Banks :

4.32 Under this scheme, one set of textbooks is provided for SC|ST students at various stages in the Medical and Engineering Colleges. The cost of one set of books is limited to Rs. 2,300. During 1981-82 a sum of Rs. 7.58 lakhs was provided to 11 states and 3 UTs as against a sum of Rs. 5.03 lakhs in 1980-81. The Commission consider it a highly useful scheme and recommend that the book bank facilities should also be extended to the students pursuing

post-matric education such as, Arts, Science, Commerce, Law, Agriculture, etc.

4. Pre-matric Scholarships for children of those engaged in unclean occupations

4.33 Under this scheme scholarships are awarded @ Rs. 100 p. m. per child for those enrolled in Class VI to Class X for ten months to meet the expenditure on tuition fees, board and lodging, books, equipments etc. An additional allowance @ Rs. 45 p.m. per child is also sanctioned to meet the expenditure on school uniform, clothing, towels, toilet etc. Allocation of funds during the last four years was as given below :

	(Rs. in lakhs)
1978-79	12.15
1979-80	6.76
1980-81	14.32
1981-82	48.79

During 1981-82 the number of student beneficiaries in Haryana and Tamil Nadu was merely 31 and 98 respectively. Taking into account the large number of scavengers, flayers and tanners in our country and that too irrespective of their religion, it was conceived that a large number of students would be covered under this programme but in fact the progress was not encouraging. The Ministry of Home Affairs should make efforts to widely popularise this scheme among those who are engaged in unclean occupations.

Central Sector Schemes :

1. Aid to voluntary organisations :

4.34 The Ministry of Home Affairs provides grants-in-aid to voluntary organisations for running schemes for the welfare and development of scheduled castes and scheduled tribes, mainly in the following fields :

- (a) Education;
- (b) Co-operation;
- (c) Village Industries;
- (d) Medical and Public Health;
- (e) Housing and colonisation.

In the educational schemes the important ones are primary schools, middle schools, high/higher secondary schools, technical schools, ashram (residential) schools, adult literacy centres, hostels, Balwadis and Creches, Library, community centres, students home, publication of books in tribal languages, special coaching to day scholars, adult education centres and integration camps. During 1981-82, Rs. 116.32 lakhs were sanctioned to the voluntary organisations. These organisations are inspected by the field officers of this Commission and reports are sent to the Ministry of Home Affairs.

2. National Overseas Scholarships :

4.35 Under this Central Sector Scheme operated by the SC&BCD Division of the Ministry of Home Affairs, financial assistance is provided to meritorious students belonging to the scheduled castes and scheduled tribes and some other groups for studies abroad. The maximum number of scholars to be selected in year is 21 in the following proportion : Scheduled Castes 10, Scheduled Tribes 6, Denotified Nomadic and Semi-nomadic Tribes 1; Neo-Buddhists 1, Scheduled Castes converted to other religions 1 and landless agricultural labourers 2. There is no income limit for SC/ST candidates. For those belonging to the Denotified, Nomadic and Semi-nomadic tribes the income of the candidates including that of their parents/guardians should not exceed Rs. 1,000 p. m. The scholarships are awarded for post-graduate studies and research in subjects for which suitable facilities are not available in India. Preference is given to higher studies in Engineering, Technology, Agriculture and Scencie. The scholarships include maintenance allowance, expenditure on books, essential apparatus, study tours, typing and binding of thesis, tuition/examination fees, medical/health insurance charges and passage grants. The duration of the award is normally from one to three years depending upon the course of study. The selected scholars are required to remain in India for at least five years following the completion of their studies. During 1981-82 a total amount of Rs. 16,46,929 was spent on scheduled castes scholars and that of Rs. 22,66,140 on scheduled tribes scholars. The number of scholars, categorywise, statewise and subjectwise who were awarded these scholarships is given below :

(a) Scheduled Castes (Andhra Pradesh 1, Assam 1, Haryana 2, Maharashtra 2, Orissa 1, Tamil Nadu 1, Delhi 1)	9 Agriculture 2, Botany 1, Education 1, Human Genetics 1, Naval Archi- tecture 1, Zoology 2, Veterinary Science 1.
(b) Scheduled Tribes (Andhra Pradesh 1, Assam 2)	3 Agriculture 1, Chemical Engineering 1, Metallur- gical Engineering 1.
(c) Denotified, Nomadic and semi-nomadic communities (Tamil Nadu 1, U.P. 1)	2 Agriculture 1, Mathematics 1.
(d) Children of landless agricultural labour (Karnataka 1, West Bengal 1)	2 Agriculture 1, Civil Engineering 1.

National Council of Educational Research and Training (NCERT)

4.36 The scheduled castes and scheduled tribes education unit of the NCERT did the following work during 1981-82 :

1. Preparation of text-books in tribal dialects for primary level (for saora tribe of Orissa State).

2. Analysis and development of curriculum for tribal students.
3. Development of course content for inclusion in the syllabus of teacher training at elementary and secondary levels for proper understanding of tribal culture and their educational problems.
4. Preparation of supplementary reading material for tribal students.
5. Research Projects.
6. Training programmes for District Education Officers.
7. Extension programmes—to formulate strategies for development of curriculum,

preparation of text-books for scheduled castes/scheduled tribes.

8. Preparation of instructional material for non-formal education among the tribals.

STATE SECTOR SCHEMES

4.37 Most of the State Governments/Union Territory Administrations have a large number of schemes for the educational development of the scheduled castes and scheduled tribes. Information about the Sixth Plan provision, the expenditure incurred during 1980-81, the allocation made and the expenditure incurred during 1981-82 in respect of the various schemes received from five States, viz., Gujarat, Haryana, Karnataka, Orissa and Tamil Nadu, is given in the following table :

TABLE 5
State Sector Schemes

(Rs. in lakhs)

State	VI Plan Provision	Expenditure 1980-81		Allocation 1981-82		Expenditure 1981-82		
		SC	ST	SC	ST	SC	ST	SC	ST
1	2	3	4	5	6	7	8	9
1. Gujarat (32 Schemes)	652.50	1175.80	209.60	117.28	248.80	221.29	291.35	159.65
2. Haryana (6 Schemes)	156.00	—	17.78	—	30.70	—	55.54*	—
3. Karnataka (32 Schemes)	1480.00	145.00	151.76	20.72	176.79	21.78	N.A.	N.A.
4. Orissa (22 Schemes)	277.75	445.56	46.67	72.42	46.88	77.91	46.11	73.52
5. Tamil Nadu	2921.75	110.23	608.94	9.19	548.63	18.69	626.78	26.13

*Out of this an amount of Rs. 26.80 lakhs on the award of scholarships and reimbursement of tuition fees represents the combined expenditure figures for the scheduled castes and backward classes.

In Tamil Nadu a major portion of the amount set apart for the entire Adi Dravidar and Tribal welfare Allocation (Rs. 1791.25 lakhs out of Rs. 2702.17 lakhs during 1981-82) is spent on education of the scheduled castes and scheduled tribes alone. The Government of Uttar Pradesh had allocated Rs. 338.60 lakhs and Rs. 15 lakhs for educational schemes for the scheduled castes and scheduled tribes respectively during 1981-82, but the actual expenditure incurred has not been intimated by them. The Chandigarh Administration have also not intimated the expenditure incurred during the year 8 HA/83-10

against an allocation of Rs. 6.34 lakhs for educational schemes for scheduled castes.

Flow of funds from the Ministry of Education to Special Component Plan for the Scheduled Castes and Tribal Sub-Plan

4.38 Although absolute quantification of funds for the Special Component Plan and Tribal Sub-Plan under Education is rather not possible, yet out of the divisible funds, the Ministry of Education has been able to quantify Rs. 68 crores (12.3 per cent) of their funds towards Special Component Plan for

Scheduled Castes and Rs. 33 crores (5.9 per cent) for the Tribal Sub-Plan during the Sixth Plan. For 1981-82 the percentages were 11.4 per cent for the

Special Component Plan and 5.5 per cent for the Tribal Sub-Plan. The details have been furnished below :

TABLE 6

Flow to Special Component Plan

(Rs. in lakhs)

Sector	Sixth Plan		1981-82	
	Total divisible outlay	SCP outlay	Total divisible outlay	SCP outlay
1. School Education	2800	531.65	427.00	82.00
2. University & Higher Education	28000	4200.00*	3400.00	500.00*
3. Adult Education	5300	1302.00	790.00	194.00
4. Scholarships	1100	156.00	130.00	30.00
5. Physical Education and Sports	855	85.50	178.00	17.80
6. Youth Services	211	54.00	24.50	6.00
7. Technical Education	16800	470.00	3360.00	117.46
TOTAL	55066	6799.15	8309.50	947.26

*roughly estimated outlay.

TABLE 7

Flow to Tribal Sub-Plan

(Rs. in Rs. lakhs)

Sector	Sixth Plan		1981-82	
	Total divisible outlay	TSP outlay	Total divisible outlay	TSP outlay
1. School Education	2800	288.00	427.00	45.95
2. University & Higher Education	28000	2100.00*	3400.00	255.00*
3. Adult Education	5300	521.00	790.00	77.80
4. Scholarships	1100	39.00	130.00	6.00
5. Languages	90	5.00	—	—
6. Physical Education and Sports	855	42.75	178.00	8.90
7. Youth Services	211	20.00	24.50	2.00
8. Planning & Administration	116	14.00	18.00	3.00
9. Technical Education	16800	235.00	3360.00	59.73
10. Art & Culture	600	29.76	109.00	6.05
TOTAL	55872	3294.51	8436.50	463.43

*roughly estimated outlay.

Thus the Commission for Scheduled Castes and Scheduled Tribes attach great importance to the progress of education because education is an input not only for economic development but also for inner strength of the people so that they can meet the new challenges.

SOCIAL DEVELOPMENT

4.39 Besides programmes for educational development of the scheduled castes and scheduled tribes,

the other major programmes which contribute significantly towards the social development of these backward groups are drinking water supply, electrification of tribal hamlets and scheduled castes bastis, medical and public health, measures, and schemes for improvement in the working and living conditions of those engaged in the so called unclean occupations like scavenging, flaying and tanning. The programmes are discussed in the succeeding paragraphs.

Drinking Water Supply

4.40 Supply of drinking water to all problem villages in the country is one of the important items in the new 20-point Programme of the Prime Minister announced in January 1982. Problem villages as defined in the Sixth Plan are those :

- (a) Which do not have an assured source of drinking water within a reasonable distance of, say, 1.6 kms.;
- (b) which are endemic to diseases like cholera, guineaworm, etc.; and
- (c) where the available water has an excess of salinity, iron, flourides or other toxic elements.

It is estimated that there are about 2.31 lakh problem villages in the country which need drinking water on a priority basis. The objective in the Sixth Plan has been to provide at least a single source of safe drinking water to each of the problem villages. It was estimated that during 1981-82 about 36,000 such villages would be covered with the help of funds from the Central and the State Governments. The resources provided by the State Governments under the Minimum Needs Programme for this purpose have been supplemented through grants released by the Government of India under the Centrally Sponsored Scheme for Accelerated Rural Water Supply. This programme is a part of a larger programme of urban and rural water supply and sanitation taken up by the Government of India as part of the "International Water and Sanitation Decade" which began on 1-4-1981.

4.41 Out of the total Sixth Plan outlay of Rs. 2,007.11 crores for this purpose Rs. 1,407.11 crores are in the State Sector and Rs. 600 crores under the Centrally Sponsored Accelerated Rural Water Supply Programme. The provision of Central funds was stepped up from Rs. 100 crores in 1980-81 to Rs. 110 crores during 1981-82. Drinking water facilities were provided to 25,978 problem villages during 1980-81 and 29,837 villages during 1981-82. In February, 1982 two conferences, one at the Ministers' level and the other at the official level, were held in New Delhi with the State Government representatives. At the Ministers' level conference it was resolved that the programme to supply drinking water to the problem villages be implemented earnestly and in a cost effective and time-bound manner by all the States/Union Territories. The figures of 2.31 lakh problem villages was adopted as a physical target for coverage during the Sixth Plan period. It was also resolved that the needs of Scheduled Castes and Scheduled Tribes would be given high priority. The International Decade Programme is guided and over-seen in India by an Apex Committee headed by the Secretary, Ministry of Works and Housing. Three Working Groups appointed by the Apex Committee have studied the aspects relating to financial resources, materials and equipments, and programmes and manpower. Similar

Apex Committees have been constituted at the State level.

4.42 Under UNICEF assistance for water supply programmes sophisticated drilling rigs, spare parts and accessories are provided to the State Governments. Besides a number of projects assisted by the World Bank and bilateral agencies are presently under implementation in many States. The total rupee value of these externally aided projects is of the order of Rs. 780 crores of which the total foreign assistance is to the extent of about Rs. 400 crores. The World Bank (IDA) is assisting water supply and sewerage projects in *Maharashtra, Punjab, Rajasthan* and *Uttar Pradesh* with a credit of about Rs. 354 crores. Similarly, the Netherlands is assisting rural water supply projects in *Andhra Pradesh, Gujarat* and *Uttar Pradesh*. Their assistance is to the extent of about Rs. 33 crores. Denmark is assisting two rural water supply projects in *Karnataka* and *Tamil Nadu* with a credit of about Rs. 4 crores. West Germany has extended a credit of about Rs. 8.5 crores for a Rural Water Supply Project (Phase I) in *Madhya Pradesh*. Agreements are also likely to be concluded with Denmark, the Netherlands and EEC for assistance to rural water supply projects in *Himachal Pradesh, Kerala, Orissa, Rajasthan* and *Tamil Nadu*.

4.43 Paucity of funds is proving an impediment in achieving the goal set by the Government. About Rs. 15,000 crores would be needed to provide the entire population with drinking water and to cover 80 per cent of our urban and 25 per cent rural population as far as sanitation facilities are concerned. As against this only Rs. 3,900 crores have been provided in this sector in the Sixth Plan. However, there is growing realisation of the importance of this programme and while during an eight-year period from 1972-73 to 1979-80 a total of 95,000 villages were provided with drinking water facilities, the number of such villages during the first two years of the Sixth Plan was 56,000. Due to limited resources the Government have been opting for least-cost methods. As a result tubewells with handpumps, which are cheaper than pipe water supply systems, have come up and would continue to come up in thousands of villages where these are feasible.

4.44 Supply of adequate and safe drinking water for the population is a necessary condition for economic development and an important element of the basic minimum needs for upgrading the living conditions of the poor. In the long run it is more effective and less expensive than preventive health measures to combat water-borne diseases. The problem is worse in the rural country side in relation to the Scheduled Castes because they are sometimes not allowed to take water from the public water sources by the caste Hindus.

Rural Electrification

4.45 Electricity revolutionises the life of a family as well as a nation. The Prime Minister's new 20-point Programme announced in January 1982 has accorded

high importance to rural electrification. The relevant priorities included in the Programme with which the Rural Electrification Corporation (REC) is closely concerned are :

- (i) Electrification of all villages;
- (ii) Increase in irrigation potential through pump-set organisation;
- (iii) Accelerated programme for development of the Scheduled Castes and Scheduled Tribes; and
- (iv) Supply of drinking water to problem villages.

The year 1982 has been declared as the 'Productivity Year'. Accordingly higher targets for village electrification and energisation of pumpsets have been set for the year 1982 in consultation with the State Electricity Boards. It is planned that under the projects financed by the Corporation 29,000 villages will be electrified and 3.5 lakhs pumpsets energised during the Productivity Year.

4.46 It is heartening to note that all the villages have been electrified in four States and one Union Territory, viz., Haryana, Kerala, Punjab, Tamil Nadu and Chandigarh. The progress of electrification as received from five States and one Union Territory is given below :—

TABLE 8
Electrification

S. No.	Name of the State	Total No. of villages	No. of villages electrified	Percent-age
1.	Andhra Pradesh	27,221	19,203	71
2.	Gujarat	18,275	13,429	73
3.	Karnataka	26,826	20,686	77
4.	Orissa :			
	Tribal villages	19,204	5,276	27
	Sch. Castes villages	3,949	2,241	57
5.	Rajasthan			
	Tribal Sub-Plan area	4,483	1,535	34
6.	Pondicherry			
	Sch. Castes Bastis	332	320	96

4.47 The Commission recommend that by the end of Sixth Five Year Plan period the States/Union Territories should make an effort to electrify at least 50 per cent to 75 per cent of the tribal villages and 75 per cent to 100 per cent of the Scheduled Castes Bastis in the country.

Medical and Public Health

4.48 The Government have set a goal of "Health for All by 2000 AD" with emphasis on universal primary health care. The Family Welfare Programme, aimed at reducing birth, death and infant mortality rates and improving the health status of women and children, has been a major focus of attention.

Health Care Facilities for Scheduled Castes and Scheduled Tribes

4.49 A Tribal Development Planning Cell has been set up in the Ministry of Health & Family Welfare during 1981-82 to coordinate the planning work in respect of the Tribal Sub-Plan and the Special Component Plan for Scheduled Castes. Out of the total outlay of Rs. 1,821.05 crores for the Health Programmes in the Sixth Plan, the State Health Sector accounts for Rs. 1,220.05 crores and the Central Sector for Rs. 601 crores.

4.50 The Primary Health Centres and Sub-Centres functioning at present have been established according to the norm of one PHC for every Block covering 80,000 to 1,00,000 population and Sub-Centre for every 10,000 population. The long-term approach covering the Sixth Plan and subsequent plan period is to ensure that a PHC is established for every 30,000 population and a Sub-Centre for every 5,000 population. In order, however, to provide better health care facilities to the tribal population, this norm has been further relaxed and it has been decided to establish a PHC for every 20,000 and Sub-Centre for every 3,000 population in Tribal and Hilly Areas.

Diseases peculiar to tribal areas

4.51 The Gujarat goitre is reported to afflict at least three out of every ten persons in Broach District having a concentration of tribal population, according to a report in 'India Today' dated 30-6-82. The disease is caused by a nutritional deficiency, i.e., absence of iodine, one milligram of which is required by the human body a day. We recommend that iodised salt may be supplied to Scheduled Castes/Scheduled Tribes and other weaker sections in the endemic areas at cheaper rates.

4.52 In *Madhya Pradesh* lathyrism is prevalent among the poor sections of the people due to sustained consumption of *Khesari daal* (*lathyrus sativus*). The disease leads to spastic paraplegia or jerky paralysis of the lower extremities. This disease is a direct result of inhuman treatment of the bonded labour and other agricultural labour by landlords who supply this harmful pea to them as their wages. Lathyrism has been endemic in *Madhya Pradesh*, *Bihar*, *Gujarat*, *Maharashtra* and *Andhra Pradesh* for nearly two centuries. The Central Government and the State Governments/Union Territory Administrations should examine putting an immediate ban on cultivation of *Khesari daal* in view of its crippling effect.

4.53 In Orissa, the main diseases are leprosy, filaria, TB and Yaws. Among the *Kutia-Kondhs* and *Pauri Bhuiya* tribes, commonly prevalent diseases are diarrhoea, upper respiratory tract infections, worm infections, genetic disorders, sicklecell-malaria, skin diseases, gastro intestinal tract diseases. In Rajasthan, the diseases prevalent in the tribal areas are guineaworm, STD and TB.

4.54 The Commission recommend that the Government should give more attention to preventive and

promotive aspects in addition to curative side. The concept of Health Education needs to be widely popularised. The medical personnel should be given adequate incentives to stay in the tribal areas.

Improvement in the working and living conditions of scavengers

4.55 The conventional sewerage scheme being very expensive, the Government of India requested the UNDP to collaborate in the preparation of feasibility studies for introduction of low-cost latrines. At the first instance, feasibility studies were prepared for 110 towns in seven States (Assam, Bihar, Gujarat, Maharashtra, Rajasthan, Tamil Nadu and Uttar Pradesh). The World Bank has also agreed to assist in the project towns of Gujarat and will also consider the same for Tamil Nadu. Similar feasibility studies are being prepared for 110 towns in 14 other States/Union Territory Administrations under the Phase II of the UNDP project.

4.56 In February 1982, the Central Council for Local Government and Urban Development, on which the State Governments are represented at the level of Ministers, adopted a resolution that a time bound programme for the conversion of dry latrines in urban areas and the elimination of the degrading practice of manual handling of human waste may be adopted by each State. It also resolved that wherever necessary, Municipal Acts should be amended to prohibit the construction of new latrines requiring carriage of human waste manually.

4.57 Steps taken by some of the State Governments

GUJARAT

1. Out of 182,000 dry latrines, 166,193 were converted into flush type latrines.
2. There is a programme of the State Government for converting the public latrines in the Municipal Areas.
3. A High Power Committee under the Chairmanship of the Chief Secretary has been appointed by the Government for looking after the latrine conversion and abolition of the practice of carrying night soil as head-load.
4. Financial assistance is given for the purchase of wheel-barrows, hand carts, buckets, scrapers, handgloves, etc.
5. Sweepers and scavengers and their youth wishing to take training in different trades and occupations are provided facilities. For providing training and opportunities, Bhangi women in rural areas are trained at tailoring.
6. Ambar charkha units have been opened to provide Bhangi women an opportunity to earn supplementary income.
7. For providing good sanitary and ventilated houses to Sweepers and scavengers, financial assistance is extended.

KARNATAKA

In order to provide residential accommodation to the Pourakarmikas, the Mangalore Municipal Corporation has taken up construction of 48 quarters at an estimated cost of Rs. 10.08 lakhs. Another 26 Pourakarmikas have been allotted house sites at Urwa. The Hubli-Dharwad Municipal Corporation has constructed 354 houses some of which have been given on permanent lease-cum-sale basis and some free of rent to the Pourakarmikas. Another 26 employees have been given plots at cheaper rates and housing loans granted to them.

MAHARASHTRA

On 1-10-81, the Government of Maharashtra has issued an Ordinance banning the carrying of night soil on the head. Under the Ordinance any one who forces another person to carry night soil on the head is punishable with imprisonment upto six months or a fine upto Rs. 1,000 or both.

ORISSA

The progress of conversion of dry latrines into water-borne ones has been slow. A pilot scheme of Sulabh Shauchalaya was introduced in the State during 1980-81 in five selected towns by getting financial assistance from UNICEF. Under the scheme both construction of public toilets and private sanitary latrines were taken up. In the Sixth Plan an outlay of Rs. 60 lakhs has been provided for conversion of 3,822 dry latrines and to take up sanitary latrines in rural areas and construction of 34 public toilets in urban areas.

TAMIL NADU

The Tamil Nadu Government has issued an order on 29-12-1981 that a sum of Rs. 10 and Rs. 15 would be recovered from the monthly salary of sanitary workers who occupied the quarters constructed by the Town Panchayats and Municipalities respectively and that they would be allowed to draw HRA admissible to them.

CHANDIGARH

There is no scavenging problem in the Chandigarh city. Eighty five houses have been placed at the disposal of the Health Department for allotment to sweepers on rent. The Health Department has planned mechanisation of vehicles with a provision of mechanic sweepers, tipper vehicles, front and loading bulldozers etc. to relieve the burden of sweepers.

PONDICHERRY

The Government of Pondicherry do not have a time bound programme of conversion

of dry latrines into water borne one. However, housing facilities are provided to the sweepers and scavengers through the Pondicherry Housing Board and by the Municipality.

4.58 For improving the working and living conditions of scavengers, the Commission recommend that whenever the State Government/Union Territory Administration has not municipalised scavenging, they should do it as time bound programme. The local bodies should appoint scavengers on permanent basis and not on casual basis. The service conditions should be also at par with the other Class IV employees working in the local bodies/State Governments/Union Territory Administrations for availing other fringe benefits.

Improvement in the working and living conditions of leather workers, particularly flayers and tanners

4.59 Under the Special Component Plan several schemes have been drawn up in the various States for implementation with emphasis on the welfare of flayers, tanners, cobblers and other primary leather workers who belong to Scheduled Castes. These schemes are implemented by Bharat Leather Corporation Limited and the State Leather Corporations. In Karnataka, Leather Industries Development Corporation Limited implements the following schemes :

1. Wayside cabins and Tool Kits
2. Training and Study Tours
3. Raw material assistance
4. Marketing assistance
5. Financial assistance
6. Training-cum-production Centre
7. Infrastructure facilities
8. Rebate on sale of leather products.

The Government of Orissa estimate that there are about 10,000 Scheduled Castes persons in the State engaged in leather work from flaying and tanning to production of finished goods. The schemes implemented by the Leather Corporation of Orissa Limited are as follows :

1. Collection of raw hides and organisation of LICs.
2. Manufacture of Marketing of Leather goods and re-organisation of LICs.
3. Organisation of Raw Material Banks.
4. Upgradation of Technology.
5. Common Facility Centre.
6. Techno-Economic Survey.

4.60 For improving the working and living conditions of leather workers, the Commission recommend that there should be more schemes to deversify persons from pursuing the unclean occupations. The organisations, such as Khadi and Village Industries Commission, should be more closely involved in the development of leather workers.

ATROCITY

4.61 The year under report witnessed a number of ghastly incidents of unusual magnitude against the scheduled castes. Since statistics are available on the basis of calendar years, the review is confined to the crimes committed during the same period. Reports in respect of some states have not been received and hence the statistics are only approximate and not accurate.

4.62 Of the states in which the number of atrocity cases against the members of the scheduled castes has been steadily on the increase from 1979 onwards, Andhra Pradesh, Gujarat, Madhya Pradesh, Maharashtra, Rajasthan, and Tamil Nadu deserve special mention. Bihar and Karnataka also registered a significant increase in 1981, though they had shown a decline in 1980 compared to 1979.

4.63 The states which showed a decrease in such cases were Kerala, Haryana and the Punjab. A significant decline was also noticed in Uttar Pradesh in 1981, though this state had shown an increase in 1980 compared to 1979.

From the point of view of actual number of cases, the position in the rest of the states and union territories does not call for any comment. Annexure I will show the picture at a glance.

4.64 A crime-wise analysis (Annexure II) shows that murder of the scheduled castes came down to 493 in 1981 from 500 in 1980. The other three categories of serious offences against them, namely, grievous hurt, rape, and arson, however, showed an upward trend. Thus, in 1980, 1411, 551 and 991 cases of grievous hurt, rape, and arson respectively were recorded but these increased to 1492, 604 and 1245 in 1981. Even in respect of other IPC offences, there was a marginal increase from 10413 to 10474. In the absence of the overall crime position of the country, no opinion on the increase or decrease can be formed, because it is not known as to whether the increase reflects the overall trend of crimes in the country.

4.65 From the representations and press information, an analysis of the motives behind atrocity cases against the scheduled castes was attempted. Motives could not be ascertained in about 32 per cent cases. Of the remaining 68 per cent cases, the largest single cause appeared to be land dispute. About 16 per cent of the total number of cases in which members of the scheduled castes were victimised stemmed from this single factor. In many a case, allocation of surplus land to the landless poor led to long-drawn-out disputes and trouble.

4.66 Next to the land dispute, payment of wages figured prominently and this contributed about 12 per cent of the cases in which members of the scheduled castes were victims. Demand for minimum wages as fixed by law and refusal to pay such wages by landlords create situations which often lead to murder and other atrocities on agriculture labour who generally belong to the scheduled castes. Old enmity contributed nearly 9 per cent of atrocity cases.

4.67 Incidents of atrocities on the scheduled castes at Deoli, Sadhupur in Uttar Pradesh; and Kestara in Madhya Pradesh may be mentioned. In Deoli, on November 18, 1981, 24 Jatavs (SC) were gunned down and six others were injured. Among the killed, seven were women and eight children. In Sadhupur, on December 13, 1981, ten members of the scheduled castes were killed, including five women and three children. Besides, two women were seriously injured. Here also, the atrocity was perpetrated with fire arms. In Kestara, on January 24, 1982, a mob consisting of Yadavs and Kewats (backward classes) Brahmins and Satnamis (SCs) committed a gruesome carnage, liquidating 14 members of the family of a Satnami (SC). Of the deceased, three were women, including one pregnant for three months, and four children. This gruesome incident was the result of a feud between the victimised family and other villagers.

4.68 In March-April, 1981, there was considerable tension, bad-blood and sporadic violence between the scheduled castes and other caste Hindus in some of the southern districts of Tamil Nadu like Tirunelveli, Ramanathapuram and Madurai. In the tension-affected areas, a large number of members of the scheduled castes were converted to Islam.

4.69 A particularly disturbing factor was the absence of adequate advance information with the state Government authorities and, therefore, the lack of a proper protective arrangement. Such incidents were not the result of sudden eruptions. Many of these happenings could have been prevented if timely intelligence was available, a correct assessment of the situation made, and adequate preventive action taken in time. The Commission, therefore, recommend that, in the first instance, the special branches of all the states should be given the charge of the collection of intelligence. It is equally necessary that a central agency is simultaneously entrusted with the collection of similar intelligence so that the Centre may adequately advise the state governments to take timely precaution.

4.70 The number of atrocities on scheduled tribes in 1981 is alarmingly high. The number of cases has more than doubled, the percentage of increase from previous year being about 112. Excepting Orissa and Arunachal Pradesh, the available statistics of almost all the remaining states show an upward trend in the number of atrocities committed against the members of the scheduled tribes (Annexure III). In 1981, the cases increased by 1762 over those of 1980. Of these extra 1762 cases, as many as 1575 were contributed by Madhya Pradesh alone. In comparison, the figures of 1980 had offered a completely different picture; most of the states in 1980 had gratifyingly showed a declining trend in comparison with 1979.

4.71 There has been a considerable increase in cases of murder, grievous hurt, rape, and arson, as well as in the other *IPC* offences (Annexure IV). Reasons for such a sharp increase were not readily available, but in many cases land-dispute and alleged excesses committed by the police in quelling local tribal agitations or disturbances account for a large number of these cases. There were also agitations against deforestation

of the tribal areas and substitution of forests the minor products of which were enjoyed all along by the tribals by commercial trees which did not offer any such advantage to the local tribals. Unlike in the cases of the scheduled castes, there was no caste enmity or any similar motive behind these cases, but exploitation of the scheduled tribes was a common factor behind many of these cases.

UNTOUCHABILITY

4.72 Statistics of cases registered under the *Protection of Civil Rights Act*, 1955 for 1981 were made available only by the following states/union territories : Karnataka, Punjab, Chandigarh, Pondicherry, Sikkim, Dadra and Nagar Haveli, and Andaman & Nicobar Islands (*vide Annexure V*). In the last report of the Commission, the situation obtaining in the previous year, *i.e.*, 1980, in respect of many states were similarly uncovered. Hence, the present review includes an examination of the position as it had prevailed in 1980, in comparison, wherever necessary, with the position of the year previous to that.

4.73 A decrease has been noticed in the number of cases recorded under the *Protection of Civil Rights Act*, 1955 in 1980 as compared to those in 1979. With the exception of Orissa and Andhra Pradesh, the rest of the states and union territories have shown a downward trend. Numerically, cases registered in Maharashtra, Tamil Nadu and Karnataka top the list. These three states reported 1576, 858 and 488 cases respectively in 1980. The comparative figures may be seen in Annexure VI.

4.74 The number of cases ending in acquittal continued to be large, as will be apparent from Annexure VII. With such a large number of acquittals, effectiveness in curbing untouchability by the *Protection of Civil Rights Act* naturally becomes diluted. The main reason behind such acquittals, as far as the Commission understand, was delay in the disposal of cases during which the contending parties came to compromise behind the court, either of their own accord or as a result of intimidation and inducement offered by the accused to the aggrieved. Besides, the quality of investigation may itself be faulty, but nothing definitely can be said about this aspect in the absence of a scrutiny of the police records.

4.75 The Commission recommend that the states in which the number of acquittals was more than two-thirds of the cases chargesheeted ought to appoint a high-ranking officer to probe into the problem and scrutinize the quality of investigation, so that full benefit of the *Act* is taken in curbing untouchability.

4.76 There was an outlay of two crores of rupees for each of the years of 1980-81 and 1981-82 sanctioned by the Government of India for implementing the provisions of the *Protection of Civil Rights Act*. This money was to be spent by the states on an equal matching contribution.

4.77 In the states of Andhra Pradesh and Himachal Pradesh, the legal aid is provided only to those scheduled castes families whose annual income does not

exceed Rs. 3600, whereas in Karnataka and Maharashtra and upper limit is Rs. 5000. In Gujarat, the upper limit is fixed at Rs. 1800 per annum while Delhi has fixed the upper limit at Rs. 6000. Provisions for legal aid are also available in Haryana, Jammu & Kashmir, Kerala, Madhya Pradesh, Punjab, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal, Goa, Daman & Diu and Pondicherry. The Government of Orissa is providing legal aid without any income limit, which is commendable.

4.78 Section 15 A(2)(ii) of the *Protection of Civil Rights Act* says that states and union territories should appoint "officers for initiating or exercising supervision over prosecutions for the contravention of the provisions" of the *Act*. Special cells have accordingly been constituted in Gujarat, Haryana, Himachal Pradesh, Kerala, Madhya Pradesh, Orissa, Punjab and Delhi.

4.79 While some state governments are considering the setting up of special courts, Andhra Pradesh, where five mobile special courts started functioning early in 1980, was the first state to set up special courts for the trial of crimes committed against the scheduled castes. Recently, Andhra Pradesh has taken a decision to set up two more mobile special courts. Rajasthan set up three special courts late in 1980, while Orissa has set up one and another is under consideration. In Bihar and Madhya Pradesh, although the special courts have been constituted, they are yet to start functioning. The Ministry of Home Affairs reviewed the position in September 1981 and state governments/union territory administrations were addressed again on the subject. In Uttar Pradesh, the matter is reported to be under active consideration. Karnataka, Kerala, Maharashtra

and West Bengal had initially stated that considering the number of cases under trial they felt that there was no justification for constitution of special courts, but now they are reviewing their earlier stand.

4.80 Under Section 15 A(2)(iv) of the *Protection of Civil Rights Act*, the state governments may set up committees at such appropriate levels as they may think fit to assist them in formulating or implementing various measures under the *Act*. Such committees have been set up in Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal, Goa, Daman & Diu and Delhi. The Commission recommend that early steps be taken by the remaining states/union territories to set up such committees.

4.81 Identification of untouchability-prone areas by the state governments and union territories as provided in Section 15A(vi) of the *Protection of Civil Rights Act* has been started by Gujarat, Karnataka, Kerala, Madhya Pradesh, Bihar and Maharashtra. The Government of Karnataka had identified seven districts viz. Bangalore, Bijapur, Kolar, Mysore, Tumkur, Mandya and Gulbarga, whereas Maharashtra had identified a list of 537 villages. In Madhya Pradesh, the districts of Morena, Ratlam, Ujjain, Sagar, Jabalpur, Bilaspur and Raipur were reported as sensitive areas. Kerala has identified Kasargode and Hosdurg taluks in Cannanore district and Chittur and Palghat taluks of Palghat district, whereas Bihar has identified Nalanda, Rohtas, Bhojpur, Gaya, Vaishali, Samastipur, Begusarai, Bhagalpur, Monghyr and Ranchi as untouchability-prone districts.

ANNEXURE I

*Comparative Statement showing State and UT-wise break-up of atrocity cases committed on Scheduled Castes
during 1979, 1980 and 1981*

State/Union territory	Number of cases reported during			Percentage increase/ decrease from		
	1979	1980	1981	1979 to 1980	1980 to 1981	
	1	2	3	4	5	6
Andhra Pradesh	92	152	205	65.22	35.53	
Assam	03	Nil	Nil	—	—	
Bihar	2152	1890	1983	(—)12.17	4.92	
Gujarat	475	498	654	4.84	31.32	
Himachal Pradesh	83	68	69	(—)18.07	1.47	
Haryana	80	78	74	(—)2.50	(—)5.13	
Jammu & Kashmir	114	120	124	5.26	3.33	
Karnataka	500	377	397	(—)24.60	5.31	
Kerala	887	478	260	(—)46.11	(—)45.60	
Madhya Pradesh	3866	3877	4033	0.28	4.02	
Maharashtra	503	518	695	2.98	34.17	
Orissa	43	80	80	86.05	0.00	
Punjab	171	79	51	(—)53.80	(—)35.44	
Rajasthan	760	1180	1562	55.26	32.37	
Tamil Nadu	115	140	199	21.74	42.14	
Tripura	Nil	Nil	18	—	—	
Uttar Pradesh	4102	4279	3865	4.31	(—)10.71	
West Bengal	02	33	23	1550.00	(—)30.30	
Delhi	03	03	05	0.00	100.00	
Goa, Daman & Diu	03	Nil	01	—	—	
Pondicherry	19	16	08	(—)15.71	(—)50.00	
TOTAL	13975	13866	14308	(—)0.78	3.19	

Statistics about other States and UTs are NIL.

Statement Showing the number and percentage of cases of atrocities on the members of the Scheduled Castes reported in 1979, 1980, 1981 according to the nature of crime

Nature of crimes	1979		1980		1981	
	Number of cases	Percentage	Number of cases	Percentage	Number of cases	Percentage
1	2	3	4	5	6	7
Murder	388	2.78	500	3.61	493	3.45
Grievous hurt	1441	10.31	1411	10.18	1492	10.43
Rape	430	3.08	551	3.97	604	4.22
Arson	1013	7.25	991	7.14	1245	8.70
Other Offences	10703	76.58	10413	75.10	10474	73.20
TOTAL	13975	100.00	13866	100.00	14308	100.00

The statistics are on the basis of available figures. Reports from some States/UTs were either not available, or incomplete.

Comparative Statement showing State and UT-wise break-up of atrocity cases committed on Scheduled Tribes during 1979, 1980 and 1981

State/Union territory	Number of cases reported during			Percentage increase/ decrease from	
	1979	1980	1981	1979 to 1980	1980 to 1981
	2	3	4	5	6
Andhra Pradesh	13	14	29	7.69	107.14
Bihar	200	101	174	(-)49.50	72.27
Gujarat	72	93	95	29.16	2.15
Karnataka	20	1	5	(-)95.00	400.00
Kerala	33	3	7	(-)90.91	133.33
Madhya Pradesh	1373	829	2404	(-)39.62	189.99
Maharashtra	181	146	191	(-)19.33	30.82
Orissa	16	14	10	(-)12.50	(-)28.57
Punjab	3	41	N.A.	1266.66	—
Rajasthan	205	308	386	50.24	25.32
Tamil Nadu	N.A.	N.A.	17	—	—
West Bengal	N.A.	12	14	—	16.67
Goa, Daman & Diu	1	N.A.	N.A.	—	—
Dadra and Nagar Haveli	3	N.A.	N.A.	—	—
Arunachal Pradesh	14	16	8	14.28	(-)50.00
TOTAL	2134	1578	3340	(-)26.05	111.66

Statistics of other States and UTs were not available.

ANNEXURE IV

Statement showing the number and percentage of cases of Atrocities on the members of the Scheduled Tribes in 1979, 1980, 1981 according to the nature of crime

Nature of crimes	1979		1980		1981	
	Number of cases	Percentage	Number of cases	Percentage	Number of cases	Percentage
1	2	3	4	5	6	7
Murder	67	3.13	70	4.44	104	3.11
Grievous hurt	196	9.13	172	10.90	245	7.34
Rape	141	6.63	193	12.23	246	7.37
Arson	100	4.68	122	7.73	136	4.07
Other Offences	1630	76.43	1021	64.70	2609	79.11
TOTAL	2134	100.00	1578	100.00	3340	100.00

The statistics are on the basis of available figures. Reports from some States/UTs were either not available, or incomplete.

Disposal of cases by Police under Protection of Civil Rights Act during 1980 and 1981

State/Union territory	Number of cases registered (Cases brought forward from the previous year have been shown in brackets)		Number of cases ending in final report and their percentage in brackets		Number of cases chargesheeted and their percentage in brackets		Number of cases pending investigation and their percentage in brackets	
	1980	1981	1980	1981	1980	1981	1980	1981
1	2	3	4	5	6	7	8	9
Karnataka	590	698	109	90	366	455	116	153
	(102)	(116)	(18.31%)	(12.89%)	(62.03%)	(65.19%)	(19.66%)	(21.92%)
Punjab	9	Nil	—	—	9	—	—	—
	(4)					(100%)		
Chandigarh	2	3	—	—	—	—	2	3
	(1)	(1)					(100%)	(100%)
Pondicherry	21	14	6	3	15	10	—	1
	(Nil)	(Nil)	(28.57%)	(21.43%)	(71.43%)	(71.43%)	—	(7.14%)

Nil information has been supplied by Sikkim, Dadra and Nagar Haveli and Andaman and Nicobar Islands. No information has been received from the rest of the states and union territories.

*Comparative Statement showing increase or decrease in the protection of Civil Rights Act cases registered during 1979
and 1980 in the States and Union Territories*

State/Union territory	1979		1980	Percentage increase or decrease over 1979
	1	2		
Andhra Pradesh	144		168*	16.67
Assam	—		—	—
Bihar	35		17	(—)51.43
Gujarat	506		408	(—)19.37
Haryana	3		1	(—)66.67
Himachal Pradesh	18		14	(—)22.22
Jammu and Kashmir	3		5	16.67
Karnataka	550		488	(—)11.27
Kerala	46		29	(—)36.96
Madhya Pradesh	290		247	(—)14.83
Maharashtra	1604		1576	(—)1.75
Manipur	—		—	—
Meghalaya	—		—	—
Nagaland	—		—	—
Orissa	122		147	20.49
Punjab	—		—	—
Rajasthan	136		124	(—)8.82
Sikkim	—		—	—
Tamil Nadu	1157		858	(—)26.84
Tripura	—		—	—
Uttar Pradesh	251		191	(—)23.90
West Bengal	—		—	—
Andaman & Nicobar Islands	—		—	—
Chandigarh	—		—	—
Dadra and Nagar Haveli	—		—	—
Delhi Administration	10		2	(—)80.00
Goa, Daman & Diu	—		—	—
Lakshadweep	—		—	—
Pondicherry	32		21	(—)34.38
Mizoram	—		—	—
Arunachal Pradesh	—		—	—

Blank columns indicate NIL information.

ANNEXURE VII

State and UT-wise number and percentage of cases disposed of by courts (1980)

State/union territory	Cases ending in conviction	Percen- tage	Cases ending in acquittal	Percen- tage	Cases disposed of by the courts					
					1	2	3	4	5	6
Andhra Pradesh	16	14.60	93	85.32	109					
Assam	—	—	—	—	—					
Bihar	—	—	—	—	—					
Gujarat	12	2.58	453	97.42	465					
Haryana	—	—	—	—	—					
Jammu and Kashmir	—	—	—	—	—					
Himachal Pradesh	2	20.00	8	80.00	10					
Karnataka	52	42.28	71	57.72	123					
Kerala	—	—	31	100.00	31					
Madhya Pradesh	86	52.44	78	47.56	164					
Maharashtra	912	39.65	1388	60.35	2300					
Orissa	4	66.67	2	33.33	6					
Punjab	—	—	5	100.00	5					
Rajasthan	29	40.85	42	59.15	71					
Tamil Nadu	131	16.69	654	83.31	785					
Uttar Pradesh	18	47.37	20	52.63	38					
West Bengal	1	100.00	—	—	1					
Goa, Daman & Diu	3	60.00	2	40.00	5					
Pondicherry	1	5.00	19	95.00	20					

Information about other states and union territories is NIL.

CHAPTER V

RESERVATION FOR SCHEDULED CASTES AND SCHEDULED TRIBES IN SERVICES

Introduction

Government Departments and various public sector agencies over the years have been making efforts for improving the intake of Scheduled Castes and Scheduled Tribes in services and posts under them. With a view to see the progress made on this front during 1981-82 (1st January, 1981 to 31st December, 1981), this Commission addressed circular letters to the following organisations for information on the representation of Scheduled Castes and Scheduled Tribes in services :

1. The Department of Personnel & Administrative Reforms for the information relating to services in the various Ministries|Departments in the Government of India.
2. The Ministry of Home Affairs for information relating to the working of Coaching & Allied scheme.
3. The Ministry of Finance for information relating to services under public sector banks.
4. The Director-General of Bureau of Public Sector Enterprises for information relating to services in the Public Sector Enterprises.
5. Ministry of Labour for information relating to Employment & Training of Scheduled Castes and Scheduled Tribes.
6. Department of Food in the Ministry of Agriculture for information relating to training programmes for Scheduled Castes and Scheduled Tribes.
7. University Grants Commission for information relating to representation of Scheduled Castes and Scheduled Tribes in teaching and non-teaching courses in Universities etc.
8. Staff Selection Commission regarding selection of Scheduled Castes and Scheduled Tribes in competitive examinations.
9. All State Governments|Union Territory Administrations regarding representation of Scheduled Castes and Scheduled Tribes etc. under their services.

5.2 The Commission is constrained to observe that the response from a number of Departments|State Governments has been very poor. The Commission has to record with regret that excepting the Bureau of Public Enterprises, Banking Division of the Ministry of Finance, Ministry of Labour, Department of

Food, Staff Selection Commission, University Grants Commission, the State Governments of Karnataka and Madhya Pradesh and the Union Territory Administrations of Arunachal Pradesh, Chandigarh, Dadra & Nagar Haveli, Delhi & Pondicherry, the other organisations have not furnished even partial information till 13th November, 1982. Moreover, the information furnished by certain organisations mentioned above is also not complete. For instance the Bureau of Public Enterprises has furnished only progressive figures of employment and the information about the vacancies that have occurred during the year 1981-82 have not been indicated. 34 out of 37 controlling Ministries|Departments in the Government of India had not supplied details of Central Services under their control. Therefore, the analysis that has been done in this Chapter is based on the inadequate information that has been received from the various Central Ministries|Departments etc. as well as that collected at personal level by the Commission. Similarly the information about the representation of Scheduled Castes and Scheduled Tribes in the Ministries|Departments of Government of India by direct recruitment and promotion available for 22 Ministries|Departments has been collected at personal level from the DPAR by the Commission.

5.3 The details of reservation made for the members of Scheduled Castes and Scheduled Tribes by different agencies through executive instructions, issue of Presidential Directives and legislative enactments have been given in the previous annual reports and, therefore, it is considered not necessary to repeat the same.

Annual Administrative Reports of the Ministries/Departments

5.4 According to the instructions issued by the Government of India in June, 1977 statistics relating to the representation of Scheduled Caste and Scheduled Tribe employees are required to be incorporated in the Annual Administrative Reports of the Ministries|Departments. The Government have also instructed the Ministries|Departments that similar information in respect of statutory, Semi-Government Bodies and Public Sector Undertakings may also be usefully included in their Annual Reports. In order to ascertain whether the above instructions of the Government of India are being followed by the various Ministries|Departments in letter and spirit, the Commission examined 10 such Annual Administrative Reports for the year 1981-82, available with them, as a test check. This examination has revealed that 2 Ministries namely, the Ministry of Home Affairs and Ministry of Social Welfare have not cared

to make any mention of the statistics relating to the representation of the Scheduled Castes and Scheduled Tribes in their Annual Reports, while the Ministry of Labour have made a passing reference to the setting up of special cell in the DGE&T as a result of recommendation of the Parliamentary Committee on the welfare of Scheduled Castes and Scheduled Tribes and no statistics indicating the progress of representation during the year under report have been given. The 7 other Ministries|Departments have incorporated the statistics of Scheduled Castes and Scheduled Tribes in services in their Annual Reports. These are, (i) the Department of Food, (ii) the Department of Agriculture and Corporation in the Ministry of Agriculture, (iii) Ministry of Works & Housing, (iv) Ministry of Health & Family Welfare, (v) Ministry of Finance, (vi) Department of Space and (vii) Department of Electronics. A perusal of these reports shows that the information incorporated by them is not on uniform lines as in 2 cases, Ministry of Health & Family Welfare and Department of Space statistics for the previous year have been given while in some other cases only details of the special cell have been given.

5.5 The Commission are of the considered view that the Ministries|Departments besides giving statistics on the progress of representation of Scheduled Castes and Scheduled Tribes in services during the year should also give highlights of the implementation of various policies|instructions like working of the special cells, number of inspections of rosters conducted by the Liaison Officers, details of appreciation|orientation courses started for the various levels of officers and representatives of the employees associations, steps taken to provide in-service training to the Scheduled Castes and Scheduled Tribes employees etc.

Representation of Scheduled Castes and Scheduled Tribes in Class I, II, III & IV Posts in the Ministries|Departments of the Government of India During the Year 1981

5.6 As mentioned elsewhere in this Chapter, the information is partial and therefore it covers 22 Ministries|Departments out of 58 Ministries|Departments (Annexure I). A list of the 36 Ministries|Departments in default is given at Annexure II.

DIRECT RECRUITMENT

Class I

5.7 **SCHEDULED CASTES** : The overall representations of Scheduled Castes in recruitment to Class I posts was 18.28 per cent during the calendar year 1981. A further scrutiny of Annexure I reveals that there was no recruitment of Scheduled Castes for Class I posts in respect of 6 Ministries|Departments. The 2 other Ministries|Departments namely, Department of Electronics and Department of Revenue have not filled up the posts by Scheduled Caste officers in accordance with the roster point, which appears to be very unfortunate. Departments of Space & Coal and President's Secretariat have filled up posts but provided no reservation for Scheduled Castes.

5.8 **SCHEDULED TRIBES** : The overall representations of Scheduled Tribes to Class I posts was only 4.85 per cent during the calendar year 1981. An analysis of the Annexure I, reveals that there are 6 Ministries|Departments which did not recruit any Class I officer. Further the Ministries of Food, Space, Coal, Electronics, Irrigation and President's Secretariat had filled up Class I posts but neither prescribed any reservation for Scheduled Tribes nor filled up any Class I posts with a Scheduled Tribes officer during the year. 6 other Ministries|Departments namely, Works & Housing, External Affairs, Culture, Company Affairs, Legal Affairs and Agriculture & Co-operation have filled up the posts with Scheduled Tribes officers in the prescribed manner. Department of Revenue, Expenditure, CA&G and Legislative Department have reserved posts for Scheduled Tribes but have not filled up the same in the prescribed manner.

Class II

5.9 **SCHEDULED CASTES** : A scrutiny of the statistics as given in Annexure I reveals that the position of recruitment to Class II for Scheduled Castes is either in accordance with the roster points or is more than the quota prescribed for Scheduled Castes in respect of 8 Ministries|Departments. In 4 other Ministries|Departments (Culture, Official Language, External Affairs and Revenue) the recruitment of Scheduled Castes Class II officers was less than the prescribed during the year under report, and on the whole the intake of Scheduled Castes in Class II was 11.85 per cent only. In 6 other Ministries|Departments the question of adequacy|inadequacy of representation does not arise as no recruitment was made during the year. In the Department of Parliamentary Affairs, Space, Irrigation & President's Secretariat though vacancies were filled up but no reservation was provided to Scheduled Castes.

5.10 **SCHEDULED TRIBES** : On the whole the intake of Scheduled Tribes to Class II posts was only 2.44 per cent during the calendar year under report. Department of Parliamentary Affairs, Culture and Coal have filled up the posts according to the prescribed quota while Ministries|Departments of Works & Housing, External Affairs, Revenue and Agricultural Research & Education had failed to fill the posts according to the prescribed quota. 9 other Ministries|Departments namely, Food, Legislative, Legal Affairs, Company Affairs, Official Language, Space, Rehabilitation, Irrigation and President's Secretariat had filled up posts but did not provide reservation for Scheduled Tribes to Class II posts. 5 other Ministries|Departments namely, Cabinet Secretariat, Bureau of Public Enterprises, C&AG and Departments of Electronics and Expenditure did not fill up any post during the year under report.

Class III

5.11 **SCHEDULED CASTES** : On the whole the intake of Scheduled Castes in Class III is 17.52 per cent only during the period under report. In 9 Ministries|Departments namely, Food, Legislative, Legal Affairs, Parliamentary Affairs, Company Affairs,

Electronics, Coal, Steel and Agricultural Research & Training, the posts have been filled up in the prescribed manner by Scheduled Castes. No recruitment has been made by the Cabinet Secretariat and Bureau of Public Enterprises, while in President's Secretariat no Scheduled Caste officer was recruited against 2 posts filled up during the year. In the remaining 10 Ministries|Departments the reservation provided to Scheduled Caste candidates was less than their prescribed share.

5.12 SCHEDULED TRIBES : On the whole the intake of Scheduled Tribes in Class III posts is only 6.82 per cent during the period under report. The position of recruitment of Scheduled Tribes was satisfactory in respect of 6 Ministries|Departments while their recruitment was less than the prescribed in 9 other Ministries|Departments. In 5 other Ministries|Departments recruitment of posts ranging from 2 to 12 was done during the year without filling any post by Scheduled Tribes candidates. In 2 more Departments no recruitment was done during the year.

Class IV

5.13 SCHEDULED CASTES AND SCHEDULED TRIBES : On the whole the intake of Scheduled Castes and Scheduled Tribes in the various Ministries|Departments which have furnished information is 21.58 per cent and 7.64 per cent respectively. The overall representation of Scheduled Castes in Class IV posts is considered as satisfactory, in all the 17 Ministries|Departments which have made recruitment during the year. In other 3 Ministries|Departments no recruitment was made during the year. In the Ministry of External Affairs and Department of Culture the reservation provided to the Scheduled Castes was less than the prescribed.

5.14 The position of Scheduled Tribes is unsatisfactory in respect of Department of Culture only where their interests in the matter of recruitment were not adequately safeguarded. As against this, the position of their recruitment was quite satisfactory in 10 other Ministries|Departments. In respect of other Ministries|Departments the recruitment was either nil or so small that it requires no comments.

Promotions

5.15 The following position emerges after the analysis of the information as given in Annexure III

SCHEDULED CASTES

Class I

5.16 On the whole the Scheduled Castes constitute only 2.74 per cent of the Class I posts filled by promotion during the year. Available information shows that the Departments of Culture and Revenue, Legislative Department, Ministries of External Affairs and Works & Housing had reserved posts for Scheduled Castes but could not promote Scheduled Caste Officers in the prescribed manner. In 14 other Ministries|Departments posts for Scheduled Caste Officers were neither reserved nor filled up.

Class II

5.17 The overall representation of Scheduled Castes to Class II promotional posts was 9.96 per cent only. However, the position was not good in respect of some Ministries|Departments. For instance in respect of Ministries|Departments namely, Department of Food, Department of Agricultural Research & Education, Ministry of External Affairs, Department of Expenditure, Department of Company Affairs, Department of Steel, Department of Electronics and Department of Space, the Scheduled Caste officers were given promotion but not to the extent of vacancies reserved for them. In the remaining 6 Ministries|Departments viz. Department of Agriculture & Co-operation, the Legislative Department, Department of Rehabilitation, Cabinet Secretariat, Department of Official Language and DPAR (AR Wing) posts for Scheduled Caste officers were neither reserved nor filled up by them.

Class III

5.18 The overall representation of Scheduled Castes to Class III promotional posts was 12.36 per cent only. However, their position was not at all good in some Ministries|Departments. In the Department of Food, Ministry of External Affairs, Department of Expenditure, Department of Company Affairs, Department of Steel and Department of Electronics posts meant for Scheduled Castes were filled up but not to the extent of posts reserved for them. The remaining 6 Ministries|Departments viz. Department of Agriculture & Cooperation, Department of Rehabilitation, Department of Parliamentary Affairs, Cabinet Secretariat, Department of Official Language and DPAR (AR Wing) had neither reserved any posts for Scheduled Castes nor filled up the same by them.

SCHEDULED TRIBES

Class I

5.19 The overall representation of Scheduled Tribes to Class I promotional posts was barely 0.46 per cent. Ministry|Department wise analysis reveals that 19 Ministries|Departments out of 22 had neither reserved any Class I posts for Scheduled Tribes nor any of them were given promotion. The Ministry of Irrigation had given promotion to 2 Scheduled Tribe officers though no post was reserved for them. In respect of Ministry of External Affairs and Ministry of Works & Housing posts were reserved for Scheduled Tribes. However none of them were given promotion.

Class II

5.20 The overall representation of Scheduled Tribes to Class II posts in respect of Ministries|Departments for which the information is available was only 1.65 per cent. The analysis also reveals that reservations in promotional post were being provided to Scheduled Tribes in 10 Ministries|Departments, out of these only 2 namely, Department of Coal and Department of Legal Affairs were able to fill up the vacancies. In 8 other Ministries|Departments posts were filled up by Scheduled Tribes but

not to the extent of quota reserved for them. In the remaining 12 Ministries/Departments posts were neither reserved for Scheduled Tribes nor filled up by them.

Class III

5.21 The overall representation of Scheduled Tribes to Class III promotional posts is 3.45 per cent only in respect of 13 Ministries/Departments. The remaining 9 Ministries/Departments had not reserved any promotional posts for Scheduled Tribes, for which no reasons have been assigned.

5.22 No analysis has been made for Class IV posts for Scheduled Castes and Scheduled Tribes since the promotional avenues in this group being limited is not considered worthy of analysis.

Central Services

5.23 There are 37 central services controlled by various Ministries/Departments of Government of India. The Commission regret to say that only 3 central Ministries/Departments have supplied complete information in respect of only 4 out of 37 central services which are as under :

TABLE-I

Statement showing service strength in various grades and total strength/number of Scheduled Castes and Scheduled Tribes in service as on 1-1-1981 and 1-1-82

Sl. No.	Name of Ministry/Department	Name of Service	Total strength		Scheduled Castes		Scheduled Tribes	
			1-1-81	1-1-82	1-1-81	1-1-82	1-1-81	1-1-82
1	2	3	4	5	6	7	8	9
1.	Ministry of External Affairs	Indian Foreign Service	562	596	60	66	28	30
2.	Bureau of Public Enterprises, Dep't. of Expenditure, Ministry of Finance	General Central Service Group A	60	59	5	5	1	1
3.	Directorate General of Supply & Disposal	Indian Inspection Service	122	122	13	12	—	—
		Indian Supply Service	115	124	7	10	—	—

Findings

(i) Ministry of External Affairs

There is only one service namely, Indian Foreign Service in the Ministry. Against 6.81 per cent increase in the total strength of this service as on 1-1-1982 when compared with the position as on 1-1-1981, the percentage increase for the corresponding period of Scheduled Castes and Scheduled Tribes was 18 per cent and 7.14 per cent respectively which is considered satisfactory.

(ii) Bureau of Public Enterprises, Department of Expenditure, Ministry of Finance

While the total strength under 'General Cadre Service Group A' declined by one on 1-1-1982 when compared with 1-1-1981 the number of Scheduled Caste and Scheduled Tribe officers remained constant.

(iii) Director General of Supplies & Disposal, Ministry of Supply

While the total strength under Indian Inspection Service on 1-1-1981 and 1-1-1982 remained the same, there was decline by one of Scheduled Caste Officers

and the representation of Scheduled Tribes continued to be nil on 1-1-1982 whereas in the case of 'Indian Supply Service' the percentage increase of Scheduled Caste Officers was 42.86 per cent when compared with total increase of only 7.83 per cent as on 1-1-1982 when compared with their strength on 1-1-1981. While the position is quite satisfactory for Scheduled Castes, the DGS&D has not furnished the reasons for nil representation of Scheduled Tribes in the two services.

Staff Selection Commission

5.24 The Staff Selection Commission had constituted a Special Examination Cell in the Commission in May, 1980 for holding special examination with a view to clear the back-log of vacancies for Scheduled Castes and Scheduled Tribes in specific States/Regions. The Cell was wound up on 28th February, 1982. It has been mentioned in the 1981-82 report of Staff Selection Commission that the Special Cell did a commendable job in devising examination schemes and organising a series of special examinations for liquidating the existing back-log of vacancies reserved for Scheduled Castes and Scheduled Tribes. The Cell had notified and successfully completed 21 special

examinations between May, 1980 to March, 1981. Of these, 3 special examinations were held exclusively for Scheduled Castes and Scheduled Tribes at 125 centres, 13 zones|States|Union Territories for filling in the posts of clerks|stenographers, Auditors and Junior Accountants. The Commission, therefore, strongly feel that this Cell should not have been wound up at this stage when urgent need for filling the back-log of posts by Scheduled Castes and

Scheduled Tribes candidates through various non-gazetted grades, continued to remain.

5.25 During 1981-82 the Commission notified 6 special examinations—one each for clerks grade and Auditors—both for the northern region and 4 for stenographers, one each was exclusively for Scheduled Castes and Scheduled Tribes for Delhi region and Eastern region, central and western regions. The information about these 6 examinations is given in the table below :—

TABLE-2

Number of Scheduled Caste and Scheduled Tribe candidates who had applied, appeared and were declared successful in the examinations held by the Staff Selection Commission in 1981

(A) SCHEDULED CASTES

Sl. No.	Name of Examination	Date of Examination	Applied	Number of candidates		
				Appeared	Qualified for typing/ steno/Personality test	Declared successful
1	2	3	4	5	6	7
1.	Combined Clerks Grade and Stenographers	5-7-81	N.A.	30930	17072	1924 (including 223 Stenographers)
2.	Inspectors Income Tax/ Central Excise	18-10-81	N.A.	4103	472	Yet to be declared
3.	Auditors/Junior Accountants/UDCs	15-11-81	N.A.	4773	—	631
4.	Senior Observers	6-12-81	170	111	—	32
5.	Sub-Inspectors (Executive etc.)	18-1-81	1494	1062	81	35
6.	Grade D Stenographers	26-4-81	N.A.	348	338	28

(B) SCHEDULED TRIBES

1.	Combined Clerks Grade and Stenographers	5-7-81	N.A.	4194	3511	930 (including 16 Stenographers)
2.	Inspectors Income Tax/ Central Excise	18-10-81	N.A.	1079	399	Yet to be declared.
3.	Auditors/Jr. Accountants/UDCs	15-11-81	N.A.	691	—	225
4.	Senior Observers	6-12-81	21	10	—	6
5.	Sub-Inspectors (Executive etc.)	18-1-81	385	222	33	17
6.	Grade D Stenographers	26-4-81	N.A.	23	23	—

5.26 *Scheduled Castes*.—The above table reveals that 1924 or 11.27 per cent Scheduled Caste candidates were declared successful as against 17072 numbers who had qualified for Typing|Steno|Personality Test. Similarly 631 or 13.22 per cent out of 4773 Scheduled Caste candidates who appeared in the Auditors|Junior Accountants|UDCs test were declared successful. In respect of Senior Observers and Sub-Inspectors the percentage of those declared successful was 28.3 per cent and 43.21 per cent respectively which appears to be quite encouraging. As regards Grade D Stenographers only 8.28 per cent of the Scheduled Caste candidates could be declared successful. It is not possible to give any definite percentage

of success in respect of the Income Tax Inspectors|Central Excise Inspectors as the result has not been declared as yet, the examinations for which were held as early as in October 18, 1981.

5.27 *Scheduled Tribes*.—As regards Scheduled Tribes the percentage of successful candidates is 26.69 per cent, 32.56 per cent, 60 per cent and 51.52 per cent for combined clerks grade and Stenographers, Auditors|Junior Accountants|UDCs, Senior Observers and Sub-Inspectors (Executive etc.) examinations respectively. While the result of Income Tax Inspectors|Central Excise Inspectors held in October 18, 1981 is yet to be declared, not a single Grade D Stenographer out of 23 who had qualified for

Typing|Steno|Personality Test could get through the examination, which is very unfortunate. The steps taken by the Staff Selection Commission to ensure entry of fair number of Scheduled Tribes, Grade D Stenographers have not been indicated either in the Annual Report of the Staff Selection Commission for 1981-82 or in the reply furnished by them to this Commission.

De-Reservation of Vacancies—Government of India

5.28 The information regarding de-reservation of vacancies furnished by the Department of Personnel and Administrative Reforms for the year 1977 to 1981 is given in the statement at Annexure IV. A perusal of the statement shows that the number of vacancies de-reserved for Scheduled Castes and Scheduled Tribes has continued to increase year after year during the period 1977-81. A comparison of the figures for 1977 with 1981 reveals the following picture :

5.29 There was net increase in Class I, II, III and IV posts for Scheduled Castes and for Scheduled

Tribes in Class I, II, III and IV. It emerges from the study of the statement that the rate of increase of vacancies de-reserved was very high in Class III and IV posts when compared with Class I and II posts for Scheduled Castes as well as Scheduled Tribes.

5.30 The Department of Personnel have not furnished the reasons for de-reservation of posts as also steps taken by them to avoid recourse to frequent de-reservation of vacancies.

Representation of Scheduled Castes and Scheduled Tribes in Public Sector Enterprises

5.31 The representation of Scheduled Castes and Scheduled Tribes in Class I posts in public sector undertakings remained very low; still less than 1 per cent in the case of Scheduled Tribes and below 5 per cent in the case of Scheduled Castes. No separate figures for each class are available. The overall representation at the lower levels seems to be satisfactory and the figures given below would indicate this fact :

TABLE-3

Year	No. of Enterprises	Total No. of Employees	No.	Representation of		
				Scheduled Castes	Scheduled Tribes	
1	2	3	4	No.	%age	%age
1-1-72	99	644,000	64,000	9.9	20,000	3.1
1-1-73	98	824,000	1,12,000	13.6	34,000	4.1
1-1-74	106	1188,000	2,10,000	17.7	90,000	7.6
1-1-75	120	1347,000	2,39,000	17.7	1,01,000	7.5
1-1-76	119	1391,000	2,51,000	18.0	1,24,000	8.9
1-1-77	126	1596,000	2,91,000	18.2	1,26,000	7.9
1-1-78	159	1704,000	3,00,000	17.6	1,29,000	7.6
1-1-79	160	1762,000	3,20,000	18.1	1,37,000	7.8
1-1-80	177	1856,000	3,41,000	18.4	1,40,000	7.5
1-1-81	179	1892,000	3,42,000	18.1	1,45,000	7.7
1-1-82	185	1924,000	3,60,000	18.7	1,65,000	8.5

It may be seen from the above table that at the beginning of the year 1972, 84,000 persons belonging to Scheduled Castes and Scheduled Tribes had been provided employment by 99 enterprises constituting nearly 13 per cent of the total employment in these enterprises. As on 1st January, 1981, 179 enterprises were providing employment to 4.87 lakh persons or 25.8 per cent belonging to these communities. The representation of these category of employees has increased from around 13 per cent in 1972 to over 25 per cent at the beginning of 1981 and over 27 per cent (5.25 lakh Scheduled Caste and Scheduled Tribe employees) as on 1-1-1982. The number of enterprises on 1-1-1982 was 185. Due to non-availability of figures relating to recruitments made during the year 1981 (1-1-1981 to 31-12-1981) it is not possible to

indicate the progress of intake of Scheduled Castes and Scheduled Tribes candidates in various groups of services enterprise-wise during the period under report.

Representations of Scheduled Castes and Scheduled Tribes in Public Sector Banks

5.32 There are 32 public sector banks, out of which 20 are Nationalised Banks, 8 belong to State Bank of India group including its subsidiaries, while there are 4 others like the Reserve Bank of India, Industrial Finance Corporation of India, Industrial Reconstruction Corporation of India and Industrial Development Bank of India. The Economic Affairs Department of the Ministry of Finance has furnished comparative figures of the progress of intake of Sche-

duled Castes and Scheduled Tribes as on 1-1-1982 compared to the position obtaining on 1-1-1981 in

respect of the above categories of public sector banks, which are given in the table below :—

Category	Category of Officers	Scheduled Castes & Scheduled Tribes	
		as on 1-1-81	as on 1-1-82
1	2	3	4
20 Nationalised Banks	Officers	4.13%	5.50%
	Clerks	13.4%	13.93%
	Sub-staff	23.60%	22.50%
State Bank group (including its subsidiaries)	Officers	2.87%	3.21%
	Clerks	13.85%	15.47%
	Sub-staff	20.46%	18.00%
Reserve Bank of India, Industrial Finance Corporation of India, Industrial Reconstruction Corporation of India, Industrial Development Bank of India	Officers	4.62%	5.50%
	Clerks	16.25%	17.26%
	Sub-staff	22.53%	24.20%

Note : Separate figures for Scheduled Castes and Scheduled Tribes for each class for the calendar year 1981 are not available.

The Recruitment of Scheduled Castes and Scheduled Tribes in Public Sector Banks During 1981 (1-1-1981 to 31-12-1981)

5.33 The Ministry of Finance have not furnished separate figures of intake of Scheduled Castes and Scheduled Tribes employees in Public Sector Banks by direct recruitment and promotion as desired by the Commission. However, they have furnished information of recruitment in combined form, therefore, the analysis that follows gives comparative figures of representation of Scheduled Castes & Scheduled Tribes in various grades as on 1-1-1981 and 1-1-82.

Nationalised Banks

5.34 The comparative position relates to 20 Nationalised Banks. As a matter of fact the progress would have been much more impressive had 6 banks nationalised in April, 1980 not been included in the above table, as the latter were not bound to follow the Presidential Orders on reservation in services prior to the date of their take over by the Government of India. The progress of intake of Scheduled Castes and Scheduled Tribes has been well maintained in respect of officers and clerks by the 14 Nationalised Banks but there has been slight decline in the intake of sub-staff. Separately it has been found that percentage of officers, clerks and sub-staff being 0.18 per cent, 0.58 per cent, and 5.75 per cent as on 1-1-1981 has increased to 0.20 per cent, 0.60 per cent and 9.71 per cent as on 1-1-1982 in respect of 6 Nationalised Banks. The progress of intake of Scheduled Castes and Scheduled Tribes appears to be quite encouraging.

State Bank Group Including its Subsidiaries

5.35 In respect of the State Bank of India and its subsidiaries also there has been increase in the percentage of intake of Scheduled Castes and Scheduled Tribes employees in officers and clerks categories as on 1-1-1982 when compared with the position that obtained in 1-1-1981. However, in respect of sub-

staff their percentage declined from 22.46 per cent as on 1-1-1981 to 18 per cent as on 1-1-1982.

Reserve Bank of India Etc.

5.36 The table 7 shows that there has been an uniform increase in the percentage of intake of Scheduled Castes and Scheduled Tribes employees in officers, clerks and sub-staff grades as on 1-1-1982 when compared with that of 1-1-1981.

Universities

5.37 The University Grants Commission had already communicated to the Universities|State Governments the recommendation for providing reservation for Scheduled Castes and Scheduled Tribes candidates to the posts of lecturers in Universities|Colleges. The University Grants Commission had also informed the universities that for recruitment to the post of lecturers, candidates belonging to Scheduled Castes and Scheduled Tribes should be interviewed separately by the Selection Committee. The position regarding the appointment of Professors, Readers, Lecturers and Research Associates etc. as well as non-teaching staff by University departments against the reserved quota as on 1-1-1981 is given in Annexure V. The information supplied by the University Grants Commission is in respect of 70 universities which also includes institutions deemed as Universities out of 126 (114 Universities and 12 Institutions deemed as Universities) Universities in the country. It reveals that in respect of teaching posts out of total 22,058 employees, 300 (1.36 per cent) belonged to Scheduled Castes and 92 (0.42 per cent) to Scheduled Tribes. As regards non-teaching posts, out of 61,995 employees, 7,236 (11.67 per cent) belonged to Scheduled Castes and 1,327 (2.14 per cent) to Scheduled Tribes. The Commission make the following observations :

1. The information furnished by the University Grants Commission relates to only about 55 per cent of the Universities, which means that the information with regard to 45 per

cent Universities has not so far been received from the University Grants Commission.

2. The intake of Scheduled Castes & Scheduled Tribes in the teaching posts is very much inadequate. The steps taken by various universities|departments to improve the representation of the Scheduled Castes and Scheduled Tribes in teaching posts have not been indicated in the report received from the University Grants Commission.

Representation of Scheduled Castes and Scheduled Tribes under the State Governments|Union Territory Administrations

5.38 All the State Governments|Union Territory Administrations were requested by the Commission in April, 1982 to furnish the information regarding intake of Scheduled Castes & Scheduled Tribes in direct recruitment as well as in promotional posts filled up during the year 1981. The Commission are sorry to record that the response from the State Governments & Union Territory Administrations has been very poor. The required information has been received only from the State Governments of Karnataka and Madhya Pradesh and the Union Territory of Chandigarh. The information in respect of the Union Territories of Delhi, Dadra & Nagar Haveli, Pondicherry and Arunachal Pradesh available with the Department of Personnel, also given at Annexure VI, has been collected at Personal level by the Commission. The Karnataka Government have furnished nil information indicating that no recruitment was made in any of the classes|groups during the year, which appears to be rather unbelievable.

A. DIRECT RECRUITMENT

Class I (Scheduled Castes and Scheduled Tribes)

5.39 During the year, posts reserved for Scheduled Castes were not filled up by the Government of Madhya Pradesh and the Union Territory Administration of Pondicherry while Delhi Administration has filled up 2 posts out of 6 vacancies reserved for Scheduled Castes. Single vacancies were filled up by the Union Territory of Chandigarh and Dadra & Nagar Haveli by the general candidate. It is presumed that the vacancies were carried forward to the next year as per rules in force. No recruitment was made during the year by the Union Territory of Arunachal Pradesh. As regards Scheduled Tribes, only one post was filled up by the Delhi Administration.

Class II (Scheduled Castes & Scheduled Tribes)

5.40 No post was reserved for Scheduled Castes by the Government of Madhya Pradesh. Reserved posts for Scheduled Castes were not filled up by the Union Territory Administrations of Dadra & Nagar Haveli and Chandigarh. Recruitment to the extent of prescribed percentage for Scheduled Castes was not made in respect of Delhi and Pondicherry. Similarly, recruitment to the extent of prescribed level for Scheduled Tribes was also not made in respect of Madhya Pradesh, Delhi and Pondicherry.

Class III (Scheduled Castes & Scheduled Tribes)

5.41 All the vacancies reserved for Scheduled Castes were not filled up by the Government of Madhya Pradesh and Dadra & Nagar Haveli while 424 and 105 number of posts as against 363 and 57 respectively reserved for them were filled up by the Scheduled Castes in the Union Territories of Delhi and Pondicherry. All the 32 posts reserved for Scheduled Castes were filled up by the Union Territory Administration of Chandigarh. Governments of Madhya Pradesh, Delhi, Dadra & Nagar Haveli and Pondicherry have not recruited the Scheduled Tribes candidates to the extent of reservation prescribed for them. No recruitment was made during the year for Class III posts by the Arunachal Pradesh Government.

Class IV (Scheduled Castes & Scheduled Tribes)

5.42 The position of Scheduled Castes was encouraging in respect of Delhi where 84 of 395 posts were reserved for Scheduled Castes but 106 posts were actually filled up by the Scheduled Caste candidates. All the reserved posts for Scheduled Castes were filled up by the Administrations of Dadra & Nagar Haveli and Pondicherry. Out of 51 posts reserved for Scheduled Castes the Government of Madhya Pradesh have filled up 10 posts while Chandigarh Administration have not recruited a single Scheduled Caste candidate against 6 posts reserved for them. The Scheduled Tribes persons were appointed in excess of the quota prescribed for them by the Union Territory Administrations of Delhi, Dadra & Nagar Haveli and Pondicherry. The position of intake of Scheduled Tribes in respect of Madhya Pradesh and Arunachal Pradesh was not satisfactory.

B. PROMOTIONS

Class I (Scheduled Castes & Scheduled Tribes)

5.43 The State Governments of Karnataka & Madhya Pradesh have not furnished information about promotions while the Union Territory Administrations of Arunachal Pradesh, Chandigarh, Delhi, Dadra & Nagar Haveli and Pondicherry have furnished nil information in respect of number of Class I vacancies reserved for Scheduled Castes and Scheduled Tribes to promotion posts.

Class III (Scheduled Castes & Scheduled Tribes)

5.44 Union Territory Administrations of Arunachal Pradesh and Dadra & Nagar Haveli have not furnished the number of Class II promotion posts reserved for Scheduled Castes & Scheduled Tribes while Delhi and Pondicherry have provided adequate reservation for Scheduled Castes but inadequate reservation for Scheduled Tribes to such posts. The Union Territory Administration of Chandigarh have not furnished the requisite information.

Class IV (Scheduled Castes & Scheduled Tribes)

5.45 The intake of Scheduled Castes in promotion posts is quite satisfactory in so far as the Union Territory Administrations of Delhi, Dadra & Nagar Haveli and Pondicherry are concerned. As regards

Scheduled Tribes, the position is not satisfactory in respect of Delhi, Dadra & Nagar Haveli and Pondicherry.

EMPLOYMENT AND TRAINING

Registrations and Placements

5.46 Out of total registrations of 5,61,94,000 persons in January 1976, Scheduled Castes & Scheduled Tribes numbered 69,64,000 and 17,67,000 while in January 1982, they numbered 68,59,000 and 18,88,000 respectively out of total registrations of 6,27,69,000. As regards placements, it is noticed that while 8.84 per cent of the total registrants were placed in various jobs by the employment exchanges in January 1976, the percentage of placement effected for Scheduled Castes & Scheduled Tribes out of total placement in the same year comes to 15.44 per cent and 5.98 per cent respectively. However, in January, 1982, 12.75 per cent and 4.42 per cent of the Scheduled Castes & Scheduled Tribes were placed in jobs out of total placements of 15,41,000. Thus the analysis reveals that the placements of Scheduled Castes and Scheduled Tribes has declined as on January 1982 when compared with their placement in January 1976.

Live Register

5.47 As on 1st January 1976, the Scheduled Castes and Scheduled Tribes formed 11.62 per cent and

2.70 per cent respectively of the 9,78,43,000 total number of persons who were on the Live Register. The Scheduled Castes & Scheduled Tribes formed 11.04 per cent and 3.11 per cent of the total number of 17,83,81,000 on the Live Register as on 1st January 82. The analysis, therefore, reveals that while there was slight decline in the Live Register of Scheduled Castes from 11.62 per cent to 11.04 per cent there was appreciable increase in the Live Register of Scheduled Tribes from 2.70 per cent to 3.11 per cent during respective periods. This speaks for itself.

Coaching-cum-Guidance Centre for Scheduled Castes and Scheduled Tribes

5.48 Ten Coaching-cum-Guidance Centres, one each at Delhi, Kanpur, Madras, Jabalpur, Hyderabad, Trivandrum, Surat, Calcutta, Jaipur and Ranchi continued to function during the year under report. These Centres provide "CONFIDENCE BUILDING" training to Scheduled Castes and Scheduled Tribes matriculate and above who are registered with the employment exchanges for group 'C' posts. They are also given information about the job requirements, types of tests/interviews likely to be faced by them at the time of their interviews by the prospective employers. The details of work done by these centres from 1-1-1981 to 31-12-1981 is given in the table 5 below :

Table—5

Name of the Centre	Registration Guidance	Pre-submission Guidance	Individual Information & Guidance	Placements	Counselling to parents	Confidence Building Training
1. Delhi	3091	2847	411	309	123	1088
2. Kanpur	1464	833	679	54	40	209
3. Madras	1685	131	838	397	99	444
4. Jabalpur	894	2124	27	90	21	848
5. Hyderabad						
6. Trivandrum	80	—	76	129	..	..
7. Surat	377	85	110	204	25	15
8. Calcutta	33	18	189	..	..	..
9. Jaipur	291	..	4	20	..	..
10. Ranchi	239	..	..	..	..	..

5.49 The Union Ministry of Labour proposes to open 5 more new centres at Bangalore, Nagpur, Rourkela Aizwal and Imphal.

Special Coaching Scheme for Scheduled Castes & Scheduled Tribes Candidates for various Competitive Examinations Selection Tests

5.50 The scheme launched on a pilot basis was introduced in Delhi and Ghaziabad in the year 1973 with a view to give coaching to Scheduled Castes and Scheduled Tribes job seekers for clerical and stenography jobs. Till 1979, 3000 Scheduled Castes and Scheduled Tribes job seekers had been given coaching

and with effect from March 1981, a batch of 500 job seekers was enrolled for coaching in stenography. The training period is for 11 months and stipend of Rs. 75/- per month per trainee is given besides free books, stationery and coaching in 4 subjects, namely General Knowledge, General English, Stenography and Typing.

5.51 Rs. 3,36,150 and Rs. 2,75,595 were spent towards payment of stipend and grant of stationery to the trainees during 1981-82. The information about expenditure incurred on the grant of books is not available. The Ministry of Labour has now extended the scheme to 5 more States i.e. Andhra Pradesh,

Bihar, Madhya Pradesh, Maharashtra and Uttar Pradesh during 1981-82. It is proposed to train 100 candidates in each State. A sum of Rs. 57,000 was spent on the programme in these 5 States during 1981-82.

Apprenticeship Training Scheme under The Apprentices Act, 1961

5.52 Adequate care is being taken to ensure that Scheduled Castes & Scheduled Tribes and other weaker sections of the Society get a fair deal in the recruitment of apprentice. Out of total of 1,22,842 trade apprentices undergoing training as on 31-11-81, number belonging to the Scheduled Castes & Scheduled Tribes was 11,949 and 2,666 respectively.

5.53 The Ministry of Education and Culture are administrating a scheme of apprenticeship training of graduate engineers and diploma holders under the above Act. Out of 10,957 graduate and technician apprentices as on 30-11-1981, the Scheduled Castes & Scheduled Tribes number was 980 and 57 respectively. In other words the Scheduled Castes & Scheduled Tribes graduate & technician apprentices formed only 8.94 per cent and 0.52 per cent of the total apprentices, which means that the special steps will have to be taken to increase their enrolment to the desired level.

Craftsmen Training Scheme

5.54 Training is provided in 32 engineering and 24 non-engineering trades to persons within age group of 15 to 20 years in 970 Industrial Training Institutes and Centres both permanently and provisionally affiliated to the National Council of Vocational Training having 2,01,100 seats. In addition to the 56 trades, the State Governments/Union Territory Administrations have also introduced some new trades on the recommendations of the respective States/Union Territories Council for training in vocational trades with a view to meet the local requirements. The educational qualifications for admission to these trades vary from two classes below matriculation to pass in matriculation or equivalent depending upon whether the course of training is engineering or non-engineering. Seats are reserved for Scheduled Castes & Scheduled Tribes candidates on the basis of percentage of population of their categories in the respective State and Union Territory. And all such candidates are paid stipend at the rate of Rs. 45 per month, each. The exact number of seats actually filled in by Scheduled Castes & Scheduled Tribes candidates in engineering and non-engineering trades during the year 1981-82 is not available as the information has not been supplied by the Union Ministry of Labour.

Institutes of Hotel Management, Catering Technology and applied Nutrition

5.55 The Commission are aware that on account of all-round expansion in education among Scheduled Castes (particularly) and Scheduled Tribes, the job opportunities for them in clerical posts under the

Government of India have become almost stagnant. At the same time the recent vocational-bias to education has provided better opportunities to a large number of Scheduled Castes and Scheduled Tribes matriculate or even graduate job seekers, who would have in the normal course, been looking for clerical jobs, can now aspire to venture into altogether new areas like Food, Beverages, Hotel Management, Catering, Hotel Reception, Cookery, House Keeping, Maintenance, etc. The Commission had accordingly requested the Department of Food in the Ministry of Agriculture to intimate the position about the progress of intake of Scheduled Castes & Scheduled Tribes in such training institutes. The progress is given below :

5.56 The Food and Nutrition Board had set up 4 institutes of Hotel Management, Catering Technology and Applied Nutrition at New Delhi, Bombay, Calcutta and Madras where reservation of 15 per cent, 13 per cent, 18 per cent and 15 per cent, for Scheduled Castes and 5 per cent, 7 per cent, 18 per cent & 5 per cent for Scheduled Tribes is provided. Further, a relaxation of 10 per cent for Scheduled Castes and Scheduled Tribes and 5 per cent each for Scheduled Castes and Scheduled Tribes in qualifying marks for admission is provided in the institutes at Bombay and Calcutta respectively. During 1981-82 training was imparted to 2,700 trainees. The information about the actual number of Scheduled Castes and Scheduled Tribes trainees during 1981-82 is not available as the same has not been furnished by the Department of Food.

Food Craft Institutes

5.57 The Department of Food has also been providing training to Craftsmen required for the rapidly growing Hotel & Catering industry in the country. Eleven such food craft institutes set up in the country provided training to 2,500 trainees during 1981-82. The information in respect of only 2 institutes, at Bhopal and Tiruchirapalli has been furnished which shows that as against 20 per cent reservation only 2 Scheduled Castes had been admitted for training in Hotel Reception and Book Keeping while their representation was nil in other courses such as Restaurant and Counter Service, Cookery, Bakery and Confectionery and House Keeping in the institute at Bhopal. Similarly, only 8 Scheduled Castes candidates had been admitted, 4 each in Hotel Reception & Book Keeping and Restaurant and Counter Service in the latter institute as against the prescribed reservation of 18 per cent for Scheduled Castes and Scheduled Tribes combined. The information in respect of 9 other institutes has not been furnished by the Department of Food.

Coaching and allied Schemes

5.58 The pre-examination coaching centres have been set up in various parts of the country. These centres prepare Scheduled Castes and Scheduled Tribes candidates for various competitive examinations

selection for recruitment to various posts in the Government of India, State Governments, Union Territory Administrations, Central and State Public Sector enterprises|Banks|Corporations etc. The scheme initially started in 1958-59 by opening of one centre at Allahabad was expanded in 1966-67 to cover other courses as well. The scheme has since been further expanded manifold till 31st March 1982. 47 such centres had been sanctioned for various services at various places in the country. This includes 8 old All India Service centre at Allahabad (Uttar Pradesh), Madras (Tamilnadu), Patiala (Punjab), Jaipur (Rajasthan), Shillong (Meghalaya), Hyderabad (Andhra Pradesh), Raipur (Madhya Pradesh) and Delhi. In addition, 8 more all India Services centres have been sanctioned|opened at various places. Besides, there are 29 more centres for preparing Scheduled Caste|Scheduled Tribe candidates for State Civil Services Examination, competitive examinations for services in the Life Insurance Corporation, Public Sector Banks, Clerks|Assistant Grade examination etc. There are two engineering services centres at Allahabad (U.P.) and Trichirapalli (Tamil Nadu) for preparing candidates tending to appear in the Combined Engineering Services Examination. A list of these 47 centres is given at Annexure VII.

5.59 The Ministry of Home Affairs have not furnished to this Commission the statistical information on the Progress made by these centres in respect of number of Scheduled Castes and Scheduled Tribes candidates admitted, appeared and qualified in the preliminary and main examinations and those who have finally qualified during 1981-82. However, it is learnt from the Ministry that about 710 candidates trained till 1980-81, had finally qualified for appointment in the I.A.S., I.P.S. and other central services upto 1980-81. This includes about 34 candidates who could finally qualify for appointment to I.A.S. etc. services during 1980-81.

5.60 It is also understood that a sum of Rs. 0.60 crore was allocated for the scheme being implemented in different States. The information about expenditure actually incurred by different centres is not known as the Ministry has not furnished the requisite information to this Commission.

Appreciation and Orientation Courses

5.61 A mention about the complaints received by the Commission headquarters and their field offices regarding grievances of Scheduled Castes and Scheduled Tribes employees with regard to reservation in services has been made elsewhere in this Chapter. Quite a large number of these complaints relate to denial of justice to Scheduled Castes & Scheduled Tribes employees which is on account of faulty understanding of orders/instructions on reservation in services. There are cases where the Scheduled Castes and Scheduled Tribes employees are also at fault on account of the incorrect appreciation of the Government orders on the subject by them. Hence the organisation of Appreciation Courses at different levels

of officers, is one important method of sharpening the faculties of the Executive Officers who are in-charge of implementation of these programmes. The contents of courses are also bound to differ, depending upon the level of officers to be trained.

5.62 Hitherto, not much thought has been given to this vital problem. However, of late there has been greater realisation particularly on agencies such as Bureau of Public Enterprises to hold such courses for various levels of officers. Important decisions to this effect were made in the National Conference on Design of Appreciation Courses on reservation of Scheduled Castes & Scheduled Tribes in public sector enterprises held on 17-18 March 1982 at New Delhi.

5.63 Apart from organising a three tier training course at the plant level-organisational level for imparting training to the concerned plants, it was also decided in that Conference for training of trade union representatives in such programmes.

5.64 The following organisations were identified for this programme :

- (a) Bharat Heavy Electricals Ltd., Delhi (Northern Region).
- (b) Oil & Natural Gas Commission, Dehradun.
- (c) Rashtriya Chemicals & Fertilizers Limited, Bombay (Western Region).
- (d) Indian Petrochemicals Corporation Ltd., Baroda.
- (e) Hindustan Aeronautics Limited, Staff College, Bangalore (Southern Region).
- (f) Indian Telephone Industries, Bangalore.
- (g) Indian Drugs & Pharmaceuticals Limited, Hyderabad (Central Region).
- (h) Western Coalfields Limited, Nagpur.
- (i) Hindustan Fertilizers Corporation, Durgapur (Eastern Region).
- (j) Coal India Limited, Calcutta.
- (k) Heavy Engineering Corporation Limited, Ranchi (North-Eastern Region).
- (l) Management Training Institute, Ranchi (North-Eastern Region).

5.65 The Commission very much commend the above decisions of the BPE in holding such Appreciation Courses on reservation for Scheduled Castes & Scheduled Tribes in public sector enterprises and recommend that various organisations in the Central Government, State Governments, Union Territory Administrations, Public Sector Banks and Local Bodies would arrange such Appreciation|Orientation Courses for various level of officers so that they are exposed to such programmes. The Commission hope that these exposures would certainly help these officers to understand the complicated cases on reservation in services more clearly and thereby reduce avoidable agitation/unrest among the Scheduled Cas-

tes & Scheduled Tribes employees. Office bearers of the associations of Scheduled Castes and Scheduled Tribes should also be exposed to such training so that they become more enlightened and selective in submitting complaints on grievances in service matters to the appropriate authorities.

In-Service Training

5.66 The need for giving extra training to the Scheduled Castes & Scheduled Tribes candidates selected through various competitive examination in order to enable them to come up to the standard of general candidates cannot be under emphasised. The Ministry of Home Affairs had, therefore, requested the various Ministries/Departments in the Government of India to impart some extra training to such categories of Scheduled Castes & Scheduled Tribes employees. The information from the various Ministries excepting the P&T departments is not available with this Commission as the same has not been supplied by them. The Commission are, however, happy to note that the Indian Posts & Telegraphs Departments have vide their O.M. No. 24-6/79-TRG, dated 27th March 1982, issued suitable instructions to their lower formations for providing necessary in-service training to the Scheduled Castes and Scheduled Tribes employees. The gist of instructions issued by them is reproduced below :

- (a) Where the Scheduled Castes & Scheduled Tribes candidates have been selected for any cadre on the basis of competitive examination (e.g. JE Cat II, PLs, RSAs, AEAs, ASTTs, etc.) and are required to be imparted training in various training centres, a special watch may be kept on their performance and if considered necessary, some extra training within the prescribed training programme may be arranged for them to bring them at par with other candidates.
- (b) Where the candidates are selected through the UPSC on the basis of competitive examinations as in the case of ADET (ITS Group A), additional tutorial classes/training facilities within the prescribed training programme may be arranged for the Scheduled Castes and Scheduled Tribes trainees at the institution in the subjects in which they are lacking.

5.67 The Commission recommend that other Ministries and Departments, Public Sector Enterprises, Banks etc. should provide similar in-service training to the Scheduled Castes and Scheduled Tribes employees immediately after their recruitment so that they come upto the standard of general employees.

Complaints/Representations from the Scheduled Castes Scheduled Tribes regarding their grievances relating to the appointments against reserved quota.

5.68 The Commission headquarters received complaints/representations from the Scheduled Castes &

Scheduled Tribes employees relating to appointment against the reserved quota i.e. matters relating to promotion, transfer, confirmation etc. in the Departments/offices of Government of India and Public Sector Banks/Enterprises as well as in the State Governments/Union Territory Administrations and Public Sector Undertakings under their control.

5.69 The Annexure VIII & IX give the information about such complaints/representations as well as their disposal and pendency. Annexure X gives the details of complaints/representations including their numbers, disposal and pendency received by the field offices of the Commission during the year under report. These are discussed below ad-seriatim :

Complaints/representations relating to State Governments/Union Territory Administrations.

5.70 During the year 256 complaints/representations were received from individuals etc. working in State Governments/Union Territory Administrations. The statement at Annexure VIII reveals that 58.20 per cent of the representations were from Scheduled Castes and Scheduled Tribes employees from 4 States namely, Andhra Pradesh, Bihar, Uttar Pradesh and Delhi where their number ranges between 33 and 39. Another 22.27 per cent of representations have come from States like Gujarat, Karnataka, Kerala, Madhya Pradesh and Rajasthan where their number ranges between 9 and 15. Rest of the 50 representations have been received from only 14 States and Union Territories. This is so because no representation was received from Jammu & Kashmir and Manipur, Union Territories of Andaman and Nicobar Islands, Arunachal Pradesh, Dadra & Nagar Haveli.

Complaints/representations received directly by the field offices.

5.71 The details regarding the number of complaints/representations received by the field offices of the Commission during April 1981—March 1982, are given at Annexure X.

5.72 According to the information, total number of such complaints/representations received during the said period in 955 relating to 12 out of 17 field offices, of which 793 (84.03 per cent) from Scheduled Castes and 162 (16.96 per cent) are from Scheduled Tribes employees and of such case 952 (99.56 per cent) have been taken up by the field offices of the Commission during the period under the report. Of these 110 (11.55 per cent) cases taken up by the field offices have given the desired relief to the Scheduled Castes & Scheduled Tribes representationists whereas 118 (12.39 per cent) such cases have been rejected by the organisations and the balance of 724 (76.05 per cent) cases were still pending with the appropriate authorities.

ANNEXURE I

Statement showing intake of Scheduled Castes and Scheduled Tribes in direct recruitment in Services under Government of India

S.No.	Name of Ministry/ Department	Total employees recruited	Reserved vacancies for SCs				Scheduled Castes candidates appointed				Reserved vacancies for Scheduled Tribes				Scheduled Tribes candidates appointed				Rem- arks					
			I		II		III		IV		I		II		III		IV							
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
1. Department of Food	.	.	5	12	103	44	1	4	19	13	1	4	19	15	..	..	6	3	..	..	5	3	..	..
2. Legislative Department.	.	.	8	1	16	1	3	..	1	1	3	1	1	1	2	..	..	..	..	..	..	..	..	..
3. Department of Legal Affairs	.	3	5	17	18	..	1	3	4	1	1	3	..	6	2	..	1	..	2	..	2	..	2	2
4. Department of Rehabilitation	.	..	1	4	..	..	1	1	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..
5. Department of Parliamentary Affairs	.	..	1	8	4	..	..	2	2	..	..	2	..	2	..	4	1	..	..	1	1	..	..	..
6. President's Secretariat	.	3	1	2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
7. Department of Company Affairs	.	8	5	42	16	1	1	8	3	2	1	9	4	..	..	..	2	1	2	..	2	..	2	2
8. Ministry of Works and Housing	.	3	21	1230	391	1	2	249	93	2	2	242	108	1	2	53	28	1	..	54	28	..	..	..
9. Central Translation Bureau Department of Official Language	.	..	9	7	..	..	1	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
10. Cabinet Secretariat	12	..	..	5	..	..	5	..	..	..	..	..	..	..	..	..	..	..	..
11. Bureau of Public Enterprises	2	..	..	..	..	..	1	..	..	..	..	1	..	..	..	..	..	..	1
12. Department of Electronics	.	8	..	55	143	1	..	6	21	..	..	8	25	..	..	..	4	10	..	..	..	..	..	2
13. Department of Space	.	52	49	178	79	..	..	43	14	..	..	34	18	..	..	..	12	8	..	..	..	..	..	9
14. Department of Coal	.	..	1	7	28	276	..	1	3	35	..	1	5	36	..	..	1	5	..	1	1	1	1	15
15. Department of Culture	.	20	34	152	203	3	11	28	38	3	4	23	32	2	2	3	12	..	..	2	3	9	..	..
16. Comptroller & Auditor General	.	25	..	2507	397	4	..	573	63	4	..	444	75	2	..	362	55	1	..	171	29	..	..	..
17. Department of Agriculture Research and Education	.	42	24	411	242	2	3	69	50	3	3	70	66	..	2	45	16	1	1	39	17	..	..	..
18. Ministry of External Affairs	.	21	94	137	26	4	27	18	7	4	12	15	4	2	..	4	7	2	2	1	5	2	..	..
19. Department of Steel	12	1	1	..	..	..	2	1	..	..	..	..	..	..	..	1	..	..	..	..
20. Ministry of Irrigation	.	30	8	353	116	4	..	64	37	4	..	28	43	..	..	28	13	..	..	..	5	8	..	..
21. Department of Revenue	.	14	16	2254	1008	19	3	488	165	18	4	430	213	9	3	361	136	3	..	..	214	93	..	..
22. Department of Expenditure	.	25	..	2507	399	4	..	573	63	4	..	444	76	2	..	362	56	1	..	171	30	Partial	..	..
TOTAL	.	.	268	287	10023	3378										49	34	1756	729		13	7	684	258

MINISTRIES/DEPARTMENTS WHICH HAVE FAILED TO SUPPLY THE INFORMATION FOR THE ANNUAL
REPORT FOR THE YEAR 1981-82

Serial No.	Name of Ministry/Department
1.	Department of Agriculture and Cooperation
2.	Ministry of Civil Supplies
3.	Department of Commerce
4.	Department of Textiles
5.	Ministry of Communications
6.	Ministry of Defence
7.	Department of Defence Production
8.	Department of Defence Supplies
9.	Department of Defence Research and Development
10.	Department of Education
11.	Department of Power
12.	Department of Economic Affairs
13.	Department of Health
14.	Department of Family Welfare
15.	Department of Industrial Development
16.	Department of Heavy Industry
17.	Department of Petroleum
18.	Ministry of Information and Broadcasting
19.	Ministry of Labour
20.	Department of Justice
21.	Department of Chemicals and Fertilisers
22.	Department of Statistics
23.	Ministry of Planning
24.	Ministry of Railways
25.	Ministry of Rural Development
26.	Ministry of Shipping and Transport
27.	Ministry of Social Welfare
28.	Department of Mines
29.	Department of Supply
30.	Ministry of Tourism and Civil Aviation
31.	Department of Atomic Energy
32.	Department of Environment
33.	Department of Ocean Development
34.	Department of Science and Technology
35.	Prime Minister's Office
36.	Planning Commission

ANNEUXRE III

Statement showing the number of Reserved Promotional vacancies filled by Members of Scheduled Castes and Scheduled Tribes in various Central Ministries/Departments during 1981

Sl. No.	Name of Ministry/Department	Total employees promoted				Reserved vacancies for SCs				SC candidates promoted				Reserved vacancies for STs				ST candidates promoted				Remarks
		I	II	III	IV	I	II	III	IV	I	II	III	IV	I	II	III	IV	I	II	III	IV	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
1. Ministry of Agriculture Department of Food	.	1	16	29	26	..	3	7	4	..	2	3	4	..	1	1	..	..	..	7	..	..
2. Department of Agriculture and Cooperation	.	7	4	..	11	..	..	..	3	..	..	..	..	..	..	..	..	..	..	..	..	..
3. Department of Agriculture, Research and Education	.	21	10	243	140	..	3	15	17	2	2	21	28	..	..	4	6	..	..	6	6	6
4. Ministry of Education and Culture	.	9	21	53	20	6	4	8	7	2	4	8	8	..	..	..	..	2	..	..	..	2
5. Ministry of Energy Department of Coal	.	7	10	61	..	..	3	15	..	..	3	15	..	..	1	2	..	..	1	2	..	..
6. Ministry of External Affairs	.	49	162	62	..	6	45	29	..	5	22	5	..	3	38	20	..	..	2	7	..	..
7. Ministry of Finance Department of Revenue	.	84	631	2518	767	12	60	452	107	1	57	454	90	..	27	256	65	1	4	119	56	..
8. Department of Expenditure	.	..	311	1481	184	..	74	384	49	..	24	108	32	..	33	216	28	..	3	25	13	Partial
9. Ministry of Home Affairs Department of Official Language
10. Department of Personnel and Administrative Reforms (AR wing)	.	5	105	170	22	..	12	36	4	..	12	36	4	..	11	1	2	..	..	10	..	..
11. Ministry of Irrigation	.	..	8	8	12	..	2	2	1	..	2	2	2	..	1	..	1	..	1	..	3	..
12. Ministry of Law, Justice and Company Affairs Department of Legal Affairs	.	..	7	1	6	..	2	..	3	..	..	3	..	..	1	..	..	1	..	..	..	..
13. Legislative Department	.	6	7	13	2	..	1	..	2	..	..	1	2	..	..	1	..	..	..	1	..	..
14. Department of Company Affairs	.	1	5	13	5	..	4	4	..	..	3	..	..	..	1	..	..	..	..	1	..	..
15. Ministry of Steel and Mines

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
16. Ministry of Supply and Rehabilitation Department of Rehabilitation,	3	4	4	4	..	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..
17. Ministry of Works and Housing	95	186	682	262	14	26	77	56	3	33	70	61	7	20	32	..	..	..	16	25	19	..	..
18. Department of Electronics	..	..	8	39	24	..	2	3	5	..	..	2	3	..	2	..	..	..	..	..	..	..	..
19. Department of Parliamentary Affairs	3	1	1	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..
20. Department of Space	..	357	203	646	61	1	1	15	4	4	..	..	6	..	..	6	12	..	..	5	12	..	..
21. Cabinet Secretariat	..	..	..	..	6	..	..	..	3	..	..	2	..	..	..	1	..	..	..	..	..	..	1
22. President's Secretariat	..	..	1	4	6	..	..	2	1	..	..	4	2	..	..	2	1	..	..	1	..	..	..
TOTAL	..	..	656	1697	6035	1542	..	..	..	18	169	746	248	..	..	..	3	28	208	..	12	..	..

STATEMENT SHOWING DERESERVATION OF VACANCIES RESERVED FOR SCHEDULED CASTES AND SCHEDULED TRIBES FROM 1977 TO 1981

Year	SCHEDULED CASTES				SCHEDULED TRIBES			
	Gr. A	Gr. B	Gr. C.	Gr. D	Gr. A	Gr. B	Gr. C	Gr. D
1977	174	451	1059	26	126	362	1279	46
1978	254	604	1305	46	190	487	1695	120
1979	210	590	1658	45	129	531	2118	170
1980	277	628	1918	71	211	463	2084	149
1981	246	533	2043	78	165	400	3312	209
	(41%)	(20.39%)	(92.91%)	(200%)	(30.95%)	(10.49%)	(158.95%)	(354.34%)

STATEMENT SHOWING NUMBER OF SCHEDULED CASTES AND SCHEDULED TRIBES EMPLOYEES (TEACHING AND NON-TEACHING) IN THE UNIVERSITIES AS ON 1-1-1981

Sl. No.	Category of Post/Name of Post	Total employees	Scheduled Castes employees	Percentage of Scheduled Castes	Scheduled Tribes employees	Percentage of Scheduled Tribes
1	2	3	4	5	6	7
'A' TEACHING						
1.	Professors	3082	13	0.42	4	0.12
2.	Readers	5016	29	0.58	9	0.18
3.	Lecturers	12165	241	1.98	76	0.62
4.	Research Associates/Tutors/ Demonstrators	1795	17	0.94	3	0.17
		22058	300		92	
'B' NON-TEACHING						
5.	Supervisory Staff (Class I & II)	7083	419	5.96	90	1.27
6.	Clerical & other staff (Class III)	24558	1327	5.40	371	1.51
7.	Subordinate Staff (Class IV)	29770	4914	16.50	858	2.88
8.	Sweepers	584	576	98.63	8	1.37
		61995	7236		1327	
Grand Total 'A' + 'B'		84053	7536		1419	

ANNEXURE VI

Statement showing the number of reserved vacancies filled by Members of Scheduled Castes and Scheduled Tribes in States/Union Territory Administrations during 1981

Sl. No.	Name of States/U.T. Administrations	Total No. of Vacancies filled	No. of vacancies re- served for Scheduled Castes				No. of vacancies filled by members of Scheduled Castes				No. of vacancies reserved for Scheduled Tribes				No. of Scheduled Tribes candidates appointed							
			I	II	III	IV	I	II	III	IV	I	II	III	IV	I	II	III	IV				
			DIRECT RECRUITMENT																			
1. Karnataka	.	.	5	118	81	102	1	0	43	51	..	0	15	10	..	3	7	19	..	1	6	10
2. Madhya Pradesh	.	.	18	223	228	1	6	28	363	84	2	25	424	106	1	12	153	18	1	1	20	32
3. Delhi	.	.	1	1	119	18	..	1	18	1	..	..	13	1	..	..	45	3	..	1	35	10
4. Dadra & Nagar Haveli	.	.	2	98	631	320	1	1	21	57	46	..	20	105	46	..	7	29	11	..	4	8
5. Pondicherry	13	..	..	12	..
6. Arunachal Pradesh	.	.	1	2	268	23	..	2	32	6	..	..	32	..	..	..	..	..	..	NA	..	..
7. Chandigarh
PROMOTIONS																						
1. Delhi	.	.	6	242	128	24	..	33	75	3	..	25	248	5	..	7	122	2	1	11	2	4
2. Dadra & Nagar Haveli	.	.	3	3	..	..	..	1	..	..	..	..	1	..	..	..	..	..	..	..	..	..
3. Pondicherry	.	.	17	31	484	77	..	3	85	14	..	4	94	13	..	2	16	1	..	1	..	1
4. Arunachal Pradesh	3	4	8	..	..	1	5	..	..	..	..	..	..	1	5	..	..	1	5
5. Chandigarh
—Not Received—																						

LIST OF PRE-EXAMINATION COACHING CENTRES SO FAR ESTABLISHED/SANCTIONED FOR PREPARING SCHEDULED CASTE AND SCHEDULED TRIBE CANDIDATES FOR COMPETITIVE EXAMINATIONS/SELECTION TESTS HELD FOR RECRUITMENT TO VARIOUS POSTS IN THE CENTRAL/STATE GOVERNMENTS, PUBLIC SECTOR UNDERTAKINGS, BANKING SERVICES, LIFE/GENERAL INSURANCE CORPORATIONS OF INDIA ETC.—1981-82.

(A) Centres run through Non-Govt. Institutions

(b) Centres being run through the State Governments/ Union Territory Administrations

Sl. No.	Name of the State/ U.T. in which located	Location and postal address of the Centre	Sl.No.	Name of the State/ U.T. in which located	Location and postal address of the Centre
1	2	3	1	2	3
1.	Delhi	Rau's I.A.S. Study Circle (Private)Ltd., No. 44 Dakshineswar, No. 10 Hailey Road, NEW DELHI.	1.	Andhra Pradesh	Andhra Pradesh Study Circle, Shanti Nagar, HYDERABAD.
2.	-do-	S.N. Das Gupta College, 25-B, Pusa Road, NEW DELHI.	2.	-do-	Pre-Examination Training Centre for Scheduled Castes and Scheduled Tribes, Tribal Cultural Research and Training Institute, Banjara Hills, Road, No. 1, HYDERABAD.
3.	-do-	Delhi University Adult Education & Continuing Education Cell, 33, Chhatra Marg, Delhi University, DELHI.	3.	Assam	Pre-Examination Training Centre for Scheduled Castes and Scheduled Tribes, Gauhati University, GAUHATI.
4.	Gujarat	Scheduled Castes and Tribes All-India Services Pre-examination Training Centrc, Bhavnagar University, BHAVNAGAR.	4.	-do-	Coaching Scheme for Scheduled Caste and Scheduled Tribe candidates for Clerical posts in Banks, Director of Training, Assam Administrative Staff College, Ulubari, GAUHATI.
5.	Haryana	Scheduled Castes and Scheduled Tribes All-India Services Pre-examination Training Centre, Kurukshetra University, KURUKSHETRA.	5.	Bihar	Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes, Bihar Tribal Welfare Research Institutes, Morabadi Road, RANCHI.
6.	Jammu and Kashmir	Centre of Continuing Education University of Jammu, Canal Road, JAMMU (TAWI).	6.	Delhi	(a) Pre-examination Training (Evening) Centre for Scheduled Castes D-61/32 Ramjas Road, Karol Bagh, NEW DELHI-110005. (b) Pre-examination Training (Day) Centre for Scheduled Castes, D-61/32, Ramjas Road, Karol Bagh, NEW DELHI-5.
7.	Karnataka	Banking Services Examination Scheme, Maharaja's College Centenary Building, University of Mysore, MYSORE-5.	7.	Gujarat	Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes, C/o No. 9, Hostel, Paldi, AHMEDABAD-7.
8.	Madhya Pradesh	Coaching Centre for Scheduled Castes/ Scheduled Tribes for Banking/State Services, Centre for Management Studies, Vikram University, 34, Moti Lal Nehru Nagar, UJJAIN (M.P.)	8.	Haryana	Pre-examination Training Centre for Scheduled Castes Government Polytechnic, Patiala House, Near Mission Hospital, AMBALA CITY.

1	2	3	1	2	3
9.	Maharashtra	Coaching Centre for Scheduled Castes and Scheduled Tribes for All-India Services Competitive Examinations Marathwada University Campus, AURANGABAD.	9.	Himachal Pradesh	Pre-examination Training Centre for I.A.S. and Allied Services, Himachal Pradesh University Campus, Summer Hills, SIMLA.
10.	-do-	Shivaji University, Vidya Nagar, KOLHAPUR-416004.	10.	Karnataka	Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes, No. 26 Kengal Hanumanthia Road, BANGALORE-27.
11.	Tamil Nadu	Pre-examination Training Centre for Scheduled Caste and Scheduled Tribe candidates appearing in combined Engineering Services Examination, Regional Engineering College, TIRUCHIRAPALLI.	11.	Karnataka	Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes for Banking Services, BANGALORE.
12.	Uttar Pradesh	Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes candidates appearing in Combined Engineering Services Examination, Motilal Nehru Regional Engineering College, ALLAHABAD.	12.	Kerala	(a) Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes, Ernakulam, Tower House, Mahatma Gandhi Road, COCHIN-582011. (b) Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes, Trivandrum.
13.	-do-	Scheduled Castes and Tribes All-India Services Pre-examination Training Centre, Pant Hostel, Chatham Lines, ALLAHABAD.	13.	Madhya Pradesh	All-India Services Pre-examination Training for Scheduled Castes and Scheduled Tribes, Ravishankar University Campus, RAIPUR.
14.	-do-	Garhwal University Competitive Examination Coaching Centre for Scheduled Castes and Scheduled Tribes Sirnagar (GARHWAL)	14.	-do-	Pre-examination Training Centre, for Scheduled Castes and Scheduled Tribes, M.P. Tribal Research and Development Institute, 35 Shamla Road, BHOPAL.
15.	Gujarat	Gujarat University, AHMEDABAD.	15.	Maharashtra	Nasik District Maratha Vidya, Prasarak Samaj, Central Office, Shivaji Nagar, Gangapur Road, NASIK-422022.
			16.	Manipur	Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes, IMPHAL.
			17.	Meghalaya	Scheduled Castes and Tribes All-India Services Pre-examination Training Centre North East Hill University, Lower Lachumiers, SHILLONG-793001.
			18.	Nagaland	Pre-examination Coaching Centre for Scheduled Tribes for Banking Services, State Administrative Training Institute, KOHIMA.
			19.	Orissa	Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes, Ravenshaw College, CUTTACK-753003.
			20.	-do-	Scheduled Castes and Scheduled Tribes Pre-examination Coaching Centre, Utkal University, BHUBANESWAR.

1	2	3
21.	Pondicherry	Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes, PONDICHERRY.
22.	Punjab	Zonal I.A.S. etc. (Pre-examination) Coaching Centre, Arts Block No. 3, 2nd Floor, Punjabi University Campus, PATIALA.
23.	Rajasthan	Administrative Services Pre-entry Coaching Institute for Scheduled Castes and Scheduled Tribes, University of Rajasthan, Jagatpura Road, JAIPUR.
24.	Tamil Nadu	Pre-examination Training Centre for All-India Services for Scheduled Castes and Scheduled Tribes, Mount, Road, No. 14, West C.I.T. Nagar MADRAS-35.
25.	Uttar Pradesh	Poorva Pariksha Prashikshan Kendra for Scheduled Castes and Scheduled Tribes, Maharishi Balmiki Marg, Muzafforganj, ALLAHABAD.
26.	-do-	Poorva Pariksha Prashikshan Kendra for Scheduled Castes and Scheduled Tribes, C-234, Nirala Nagar, LUCKNOW.
27.	-do-	Poorva Pariksha Prashikshan Kendra for Scheduled Castes and Scheduled Tribes, MEERUT.
28.	West Bengal	West Bengal Civil Services Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes Maulana Azad College, 8, Rafi Ahmed Kiwdwai Road, CALCUTTA.
29.	-do-	Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes Social Workers' Training Institute, New Secretariat Buildings, 1, K.S. Roy Road, CALCUTTA.
30.	-do-	Coaching facilities for Scheduled Castes and Scheduled Tribes candidates for Stenography at Suffee Commercial College, CALCUTTA.

Note: Under (A) as well as (B), some Centres recently sanctioned, are yet to be established.

ANNEXURE VIII

Statement regarding complaints/representations on service matters from Scheduled Castes and Scheduled Tribes received by the Commission for Scheduled Castes and Scheduled Tribes from April 1981 to March 1982 (State Governments/Union Territory Administrations).

Sl. No.	State/U.T.	Appointment		Promotion		Transfer		Miscellaneous		Total SC & ST Col. 3 to 10	No. of cases resulting desired relief	No. of cases rejected	No. of cases pending with State Governments	
		SC	ST	SC	ST	SC	ST	SC	ST					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	
1.	Andhra Pradesh	.	9	3	7	1	3	—	12	4	39	1	2	36
2.	Assam	.	—	1	—	—	—	—	—	—	1	—	1	—
3.	Bihar	.	16	3	4	2	1	—	6	1	33	2	2	29
4.	Gujarat	.	2	1	3	—	1	—	2	—	9	3	1	5
5.	Haryana	.	1	—	2	—	2	—	3	—	8	—	2	6
6.	Jammu and Kashmir	—	—	—	—	—	—	—	—	—	—	—	—	—
7.	Himachal Pradesh	—	—	—	—	—	—	—	2	—	2	—	1	1
8.	Karnataka	.	1	—	1	—	—	—	7	1	10	1	4	5
9.	Kerala	.	3	—	3	—	2	—	3	—	11	1	5	5
10.	Madhya Pradesh	.	3	—	7	—	1	—	1	—	12	1	2	9
11.	Maharashtra	.	1	—	1	1	—	—	3	—	6	—	—	6
12.	Manipur	.	—	—	—	—	—	—	—	—	—	—	—	—
13.	Meghalaya	.	—	1	—	—	—	—	—	—	1	—	—	1
14.	Nagaland	.	—	—	1	—	—	—	1	—	2	—	—	2
15.	Orissa	.	2	1	1	—	1	—	2	—	7	—	1	6
16.	Punjab	.	1	—	2	—	—	—	2	—	5	—	—	5
17.	Rajasthan	.	1	2	5	—	1	1	4	1	15	1	2	12
18.	Sikkim	.	—	—	—	—	—	—	1	—	1	—	—	1
19.	Tamil Nadu	.	1	—	3	1	—	—	3	1	9	2	1	6
20.	Tripura	.	—	—	—	—	—	—	—	1	1	—	—	1
21.	Uttar Pradesh	.	16	—	11	—	3	—	9	—	39	7	1	31
22.	West Bengal	.	2	—	1	—	1	—	1	—	5	1	—	4
23.	Andaman and Nicobar Islands	.	—	—	—	—	—	—	—	—	—	—	—	—
24.	Arunachal Pradesh	—	—	—	—	—	—	—	—	—	—	—	—	—
25.	Chandigarh	.	1	—	—	—	—	—	—	—	1	—	1	—

ANNEXURE IX

Statement showing complaints/presentation from scheduled castes and scheduled tribes employees working in different ministries/departments received and disposed of in the commission for scheduled castes and scheduled tribes during 1981-82.

Sl. No.	Name of the Ministry/Department etc.	Appointment		Promotion		Transfer		Miscellaneous		Total of SC & ST Col. resulting in desired relief	No. of cases rejected	No. of cases pending	
		SC	ST	SC	ST	SC	ST	SC	ST				
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	Ministry of Communication . . .	5	—	2	—	2	—	1	1	11	—	—	11
2.	Ministry of Defence . . .	10	1	10	3	4	—	10	1	39	7	9	23
3.	Ministry of Finance . . .	15	—	10	2	3	—	18	1	49	7	16	26
4.	Ministry of Health . . .	2	—	6	—	—	—	3	—	11	—	5	6
5.	Ministry of Home Affairs . . .	13	2	6	—	1	—	4	—	26	3	8	15
6.	Ministry of Agriculture . . .	3	—	6	—	—	—	6	—	15	5	2	8
7.	Ministry of Industry . . .	11	1	6	1	2	—	2	—	23	2	9	12
8.	Ministry of Information and Broadcasting . . .	7	—	1	—	1	—	2	—	11	1	—	10
9.	Ministry of Labour . . .	—	—	3	—	1	—	4	2	10	—	1	9
10.	Ministry of Education and Culture . . .	1	2	3	—	—	—	6	—	12	2	1	9
11.	Department of Petroleum and Chemicals . . .	1	1	2	1	—	—	7	—	12	2	8	2
12.	Ministry of Steel and Mines . . .	2	—	13	2	—	—	9	—	26	1	12	13
13.	Ministry of Railways . . .	32	1	37	—	13	2	19	2	106	6	8	92
14.	Ministry of Works and Housing . . .	2	—	2	1	—	—	4	—	9	2	4	3
15.	Ministry of Shipping and Transport . . .	3	1	7	—	—	—	2	—	13	—	10	3
16.	Ministry of Commerce . . .	3	—	3	—	—	—	2	—	8	2	2	4
17.	Department of Electronics . . .	2	—	—	—	—	—	2	—	4	—	2	2
18.	Department of Science and Technology . . .	1	—	1	1	—	—	—	—	3	—	—	3
19.	Ministry of Energy . . .	1	2	5	—	1	—	1	—	10	2	1	7
20.	Ministry of Supply . . .	1	—	—	—	—	—	1	—	2	1	—	1
21.	Air India . . .	3	—	3	1	—	—	2	—	9	1	6	2

1	2	3	4	5	6	7	8	9	10	11	12	13	14
22.	Department of P & T	14	1	13	—	5	—	7	2	42	—	7	35
23.	Ministry of Law						nil						
24.	General Insurance Corporation	2	—	2	—	—	—	3	2	9	2	2	5
25.	Food Corporation of India	1	—	5	—	—	—	3	—	9	1	2	6
26.	Indian Airlines	—	—	—	—	—	—	3	—	3	—	1	2
27.	Ministry of Planning	1	—	—	—	1	—	1	—	3	1	2	—
28.	Ministry of Tourism and Civil Aviation	1	—	2	—	—	—	2	—	5	—	1	4
29.	Ministry of External Affairs	1	—	1	—	—	—	—	2	2	1	1	—
30.	Life Insurance Corporation	—	—	1	—	—	—	—	—	1	—	1	—
31.	Ministry of Irrigation	—	—	—	1	—	—	—	—	1	1	—	—
Grand Total		139	12	150	13	34	2	123	11	484	50(10.33 %)	121(25.00 %)	313(64.67%)

Statement Showing the total Number of Complaints/Representations received directly by the field offices of the Commission for Scheduled Castes and Scheduled Tribes of Service matters from April, 1981 to March, 1982.

Sl.No.	Name of the Office	State/ U.T.	Total Number of cases received		Total of Column 4 & 5	Total No. of cases taken up with the authorities		Disposal of cases			No. of cases still pending
			SC	ST		SC	ST	No. of cases resulting in desired relief	No. of cases rejected		
			1	2		3	4	5	6	7	8
1.	Director, Ahmedabad	Gujarat	88	11	99	88	11	1	8	—	90
2.	Director, Bangalore	Karnataka	81	—	81	81	—	9	15	57	
3.	Director, Bhubaneswar	Orissa	66	38	104	66	38	14	7	—	83
4.	Director, Hyderabad	Andhra Pradesh	148	16	164	148	16	20	14	130	
5.	Director, Jaipur	Rajasthan	40*	11	51	40*	11	8	6	—	37
6.	Director, Lucknow	Uttar Pradesh	157	32	189	157	32	18	10	161	
7.	Director, Patna	Bihar	95	32	127	93	31	7	19	98	
8.	Director, Shillong	Meghalaya	1	3	4	1	3	2	—	—	2
9.	Deputy Director, Gauhati	Assam	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
10.	Deputy Director, Simla	H.P. J & K}	54 1	10 1	64 2	54 1	10 1	8	30	—	26 2
11.	Deputy Director, Trivandrum	Kerala	26	6	32	26	6	13	—	—	19
12.	Director, Bhopal	Madhya Pradesh	36	2	38	36	2	10	9	—	19
Total			793	162	955	791	161	110	118	724	

*6 cases were joint representations of both SCs/STs.

CHAPTER VI

RESEARCH AND EVALUATION STUDIES, STUDY TOURS OF THE COMMISSION

The various organisations and agencies conducting studies and surveys on the problems of Scheduled Castes and Scheduled Tribes include the Tribal Research Institutes, Universities, Anthropological Survey of India, National Institute of Rural Development, Bureau of Economics and Statistics, Registrar General, India, Commission for Scheduled Castes/Scheduled Tribes and other research organisations who receive grants from the Ministry of Home Affairs. The Tribal Research and Training Institutes in the country were primarily entrusted with studies of tribal life and culture, preparation of monographic handbooks on tribes and other ethnographic studies, but in recent times they have been geared up in playing useful role in preparation of Tribal Sub-Plans and project reports, conducting bench-mark surveys, monitoring and evaluation of welfare programmes, implementation of welfare schemes, and taking up situational studies to study the impact of industrialisation, christianity, land alienation, forest policy, tribal discontentment and other problems faced by the tribal communities. Studies on untouchability and social disabilities suffered by the Scheduled Castes are also taken up by the Tribal Research Institutes. The Registrar General and Census Commissioner of India also undertake socio-economic surveys, demographic, ethnographic and linguistic studies besides collecting census statistics. The studies conducted by Universities are mainly for the purpose of doctoral thesis and other academic studies, which are carried over long period and fail to cater to the administration with immediate and quick findings.

6.2 The Tribal Development Division of the Ministry of Home Affairs sanctions scholarships to research scholars for doctoral and post-doctoral research on different aspects of tribal development. The Research and Policy Division of the Home Ministry undertakes studies on topics of current interest. With a view to helping the Ministry in formulation of policy regarding development projects, ten studies were reported to be completed by the Research and Policy Division during 1981-82 and 5 others were taken up during the said year. The study on "The Economic Conditions of Scheduled Caste Leather Workers" was being conducted by the Vaikunthbhai Mehta Smarak Trust, Bombay.

6.3 The schemes under Tribal Sub-Plan were given a start from the Fifth Plan period. During 1981-82, the Ministry of Home Affairs initiated steps to evaluate working of ITDP in a phased manner by different agencies. The Programme Evaluation Organisation of the Planning Commission have been entrusted with

evaluation of some ITDPs, and the Vaikunth Mehta National Institute of Cooperative Management, Pune evaluated the working of LAMPS (Large-sized Multi-purpose Coop. Societies) in Gujarat, Madhya Pradesh and Rajasthan. The Indian Institute of Public Administration, New Delhi has also conducted an evaluation study on administrative machinery in ITDPs in Madhya Pradesh and Gujarat.

Policy Oriented Applied Research

6.4 Contrary to the academic studies conducted over long span of time, the policy oriented applied research studies have become more urgent in recent times. Such studies are confined to specific problems to be conducted within short period so that the findings do not become obsolete and are readily useful for the planners and administrators in formulation and implementation of welfare measures. With the increasing concern for the development of the weaker sections of the society and the advent of Tribal Sub-Plan, Special Component Plan, Integrated Rural Development Programme (IRDP), Minimum Needs Programme, and other Central Sector and State Sector Schemes for the alround development of Scheduled Castes and Scheduled Tribes, the research organisations and Government agencies have been primarily engaged in policy oriented and evaluation studies to cater to the administration in welfare work. Bench mark surveys and socio-economic surveys are conducted to assess the specific problems and felt need of the people and the existing potenital and infrastructure in the area so that suitable schemes could be worked out at the level of planning keeping in view the local conditions. The evaluation studies aim at assessing the impact of welfare schemes, identifying bottlenecks and suggesting ways and means for proper implementation of such schemes in right direction for achieving the desired results.

Studies conducted by Tribal Research Institutes, Universities and other Organisations

6.5 Information received in this Commission from 6 Tribal Research Institutes (Gujarat, Udaipur, Kerala, Haryana, Arunachal Pradesh and Mizoram), 5 Universities (Punjab, Bombay, Waltair, Gauhati and Gujarat), Registrar General, India, Indian Council of Social Science Research, New Delhi and Research Survey and Evaluation Centre, Directorate of Harijan and Social Welfare, Uttar Pradesh indicate that 75 studies were completed by these organisations during 1981-82 covering wide range of subjects like socio-economic surveys, folk-lore, archaeology, social life of tribal communities, linguistic studies, studies on

tribal art and culture and surveys and evaluation studies of welfare programmes. Majority of the studies (74.3 per cent) were ethnographic accounts on tribal life and culture and only 19 studies (25.7 per cent) were on the welfare schemes. Only 3 studies exclusively dealt with the problems of Scheduled Castes and 4 on general problems of both Scheduled Castes and Scheduled Tribes, while 83.5 per cent of the studies were on Scheduled Tribes. The Tribal Research Institutes were engaged primarily with the studies on Scheduled Tribes, while the studies conducted by Universities and other research bodies related to the problems of both Scheduled Castes and Scheduled Tribes.

Studies conducted by the Field Offices of the Commission

6.6 Research Studies conducted by the field offices of the Commission are not basic research studies, but aim at evaluation of welfare schemes envisaged under the Tribal Sub-Plan, Special Component Plan, Minimum Needs Programme, Integrated Rural Development Programme and other schemes under the Central and State Sectors to assess the progress of the scheme, physical and financial targets achieved, benefits derived by the target group and impact of the scheme in ameliorating the socio-economic conditions of the beneficiaries. The studies highlight such issues like the reasons for delay involved in implementation of schemes on account of administrative and social

bottlenecks and suggest ways and means for removing those.

6.7 The studies on Scheduled Castes and Scheduled Tribes include core problems like land alienation, land allotment, problems of the agricultural labour, working of the Minimum Wages Act, bonded labour, working of the Special Component Plan, Tribal Sub-Plan, Development Corporations for Scheduled Castes and Scheduled Tribes, LAMPS and other schemes aiming at ameliorating the economic conditions of the Scheduled Castes/Scheduled Tribes, study on educational schemes like working of girls' hostels, post-matric scholarship scheme and book banks and study of Pre-Examination Training Centres. The studies on social tension, untouchability, working of the Protection of Civil Rights Act, 1955, special polling booths for Harijans, etc., are also conducted by the field offices to assess social status of the Scheduled Castes. As and when cases of atrocities are reported, on-the-spot enquiries are made by the respective field Offices for taking up the matter with the concerned State/Union Territory authorities for curbing such incidents in future and to ensure sanction of adequate relief to the victims.

6.8 A list of 63 research studies conducted by 12 field offices of the Commission during 1981-82 is given in Annexure-I. The study reports may be classified under four main categories, i.e. economic development, educational development, social development and those relating to evaluation of Pre-Examination Training Centres. The total number of studies under each category is indicated below :—

Sl. No.	Topic of Study	No. of studies conducted	Name of the field Office
1.	Evaluation of economic betterment schemes	31	Trivandrum, Chandigarh, Madras, Bhopal, Simla Bangalore, Jaipur, Ahmedabad, Bhubaneswar.
2.	Study of educational schemes	12	Trivandrum, Shillong, Simla, Chandigarh, Patna.
3.	Eradication of Untouchability and social tension	17	Trivandrum, Chandigarh, Lucknow, Madras, Ahmedabad, Bangalore.
4.	Pre-Examination Training Centres	3	Jaipur, Trivandrum, Shillong.

6.9 As the main thrust is on the economic and educational upliftment of the Scheduled Castes and Scheduled Tribes, the field offices of the Commission have paid greater emphasis on evaluation of such schemes. It may be seen that out of the total 63 research studies conducted by our field offices, 31 constituting nearly 50 per cent of total studies were on economic problems, and 12 studies (19.05 per cent) related to educational schemes. Studies on the problems of untouchability and allied schemes aiming at removal of social disabilities account for 27 per cent of the total sample. Three field offices conducted evaluation studies of Pre-Examination Training Centres during 1981-82 constituting 4.76 per cent of the total sample. The classification of studies according to the topics covered is given in Annexure-II.

Study Tours of the Commission

6.10 During 1981-82, the Commission visited the Southern States of Tamil Nadu, Kerala and Karnataka. Besides visiting project areas and interviewing the Scheduled Caste/Scheduled Tribe beneficiaries, the Commission held detailed discussion with the respective Chief Ministers and their colleagues and the officers regarding the socio-economic development of the Scheduled Castes and Scheduled Tribes. The Commission observed that a substantial portion of the funds under the Special Component Plan was allowed to lapse in all the States which hampered the development of Scheduled Castes. The matter was taken up with the Ministry of Home Affairs. Vide his d.o. letter No. 16/10/SCTC/81-RU dated 31-10-81, addressed to Shri Zail Singh, the then Home Minister,

Shri K. Rajamallu, Chairman of this Commission detailed the following recommendations for effective implementation of the schemes under the special Component Plan :

(i) To ensure that the funds meant for the Scheduled Castes under the Special Component Plan are spent for them, it is necessary that specific provision be made in the State budget by opening separate budget sub-head or separate demand head which exhibits financial provisions earmarked for the Scheduled Castes under the Special Component Plan so that the funds for the Special Component Plan are not diverted to other heads. There should also be clear directions that the funds under the Special Component Plan shall be non-divertible.

(ii) Since funds would be available under the Special Component Plan under different departments, it is necessary that there should be an effective co-ordinating machinery to ensure that the funds available under different sectors are properly dovetailed into a cohesive whole so that they can be effectively used after taking an overall view of the entire Special Component Plan with a view to providing maximum benefits to the Scheduled Castes at strategic points of their development and welfare. To achieve this purpose, it would be necessary to place a senior Cabinet Minister in charge of the Special Component Plan with appropriate authority for controlling the directions of the use of the available funds under the different sectors.

(iii) Co-ordination of the activities of the various departments at the official level is an important pre-requisite for effective implementation of the Plan and it is, therefore, necessary that there should be a high level coordinating body with the Chief Secretary as its head at the State level, which should make a monthly review of the progress of the Special Component Plan. This body should include our local Director/ Deputy Director as a member.

(iv) In view of the importance of the matter, there should also be a Cabinet Sub-Committee headed by the Chief Minister which should make a quarterly review of the progress of the Special Component Plan.

(v) At the district level, the Collector should be the co-ordinating authority and for this purpose he should be provided with the assistance of a senior officer.

(vi) There should also be effective monitoring of the progress of the Plan at various levels and for this purpose strong monitoring cells should be set up at the district and State levels. These monitoring cells should function under the co-ordinating bodies referred to above at different levels.

(vii) As the implementation of the Special Component Plan would put additional burden on the various levels of authorities, it is necessary that the implementation machinery should be strengthened and particularly so at the field level where the impact of the implementation of the Plan would be felt by the Scheduled Castes.

6.11 The Home Ministry were requested to issue appropriate instructions to the State Governments on the lines indicated above. The Home Minister intimated this Commission that the matter was being examined.

6.12 In order that research on Scheduled Castes| Scheduled Tribes becomes more meaningful and useful to the planners and administrators the Commission recommend that :—

- (i) research in the field of Scheduled Castes| Scheduled Tribes development should not be left to the Social Scientists alone, but technical personnel of different disciplines may also be encouraged to contribute to the welfare of Scheduled Castes|Scheduled Tribes by taking up research studies which can directly benefit the Scheduled Castes| Scheduled Tribes;
- (ii) problems of urgent nature only should be considered for research on priority. The social scientists, engineers, doctors, agricultural experts and other specialists should identify problems and suggest schemes for uplift of the Scheduled Castes|Scheduled Tribes. Economic development being the main objective, research studies should be conducted for scientific adoption of shifting cultivation, horticulture, setting up of forest based small scale industries, and on social forestry and marketing and cooperation on priority so that Scheduled Castes|Scheduled Tribes could be helped in crossing the poverty line;
- (iii) the research studies should be completed at the shortest period and the findings are made available to the planners and administrators for quick implementation; and
- (iv) proper coordination should be made at the Central level about the studies conducted by different agencies, so that the findings do not go waste. There should be a High Power Research Advisory Committee at the Centre with representatives from all the development Ministries to assess the work done by the different research bodies in the country, recommend studies of topical interest and urgent nature and to ensure that the findings of the study reports are fruitfully utilised by all the development departments and the States|Union Territories in upliftment of Scheduled Castes|Scheduled Tribes. The Commission for Scheduled Castes and Scheduled Tribes may be associated with this Committee to offer views on the Scheduled Castes|Scheduled Tribes welfare.

(Hokishe Sema)
Member

NEW DELHI,
the 25th March, 1983

ANNEXURE—I

Statement showing the Research and Evaluation studies completed during 1981-82 by the field offices of the Commission for Scheduled Castes and Scheduled Tribes

Sl. No.	Name of the field Office	Topic of Study	State/UT where conducted
1	2	3	4
1.	Office of the Director of Scheduled Castes & Scheduled Tribes, Jaipur, Rajasthan.	1. Study and Evaluation of the Administrative Services— Rajasthan Pre-Entry Coaching Institute for Scheduled Castes & Scheduled Tribes, Jaipur. 2. Survey on Old age and Disabled Pension—Identification of Scheduled Castes beneficiaries in Rajasthan.	Rajasthan
2.	Office of the Deputy Director for Scheduled Castes and Scheduled Tribes, Trivandrum, Kerala.	1. Study of the Post Matric Scholarship Scheme— Kerala Delay at various levels. 2. Implementation of Kerala Land Reforms Act and its impact on Scheduled Castes & Schedculed Tribes. 3. Prevalence of bonded labour. 4. The Study of working of the Centrally Sponsored Scheme of Book Bank for Scheduled Castes and Sche- duled Tribes. 5. Centrally Sponsored Scheme of Pre-Matric Scholar- ships. 6. Study of rotation of reserved Constituencies for Kerala Scheduled Castes and Scheduled Tribes. 7. Study of Working of the Girls' Hostel. 8. Prevalence of untouchability. 9. The Study of the Working of Pre-Examination Trai- ning Centre.	Kerala
3.	Director for Scheduled Castes and Scheduled Tribes, Shillong.	1. An indepth Study of the working of All-India Services Pre-examination Training Centre for Scheduled Castes and Scheduled Tribes, North Eastern Hill University, Shillong. 2. Working of the Pilot Project for direct disbursement of Government of India Post-Matric Scholarships to Inter-State Scheduled Castes and Scheduled Tribes students, Gauhati—Feasibility of shifting the Project to Shillong. 3. Sample study on the working of Centrally sponsored Scheme of Scheduled Castes and Scheduled Tribes & Nagaland Girls' Hostels. 4. Study to find out the reasons for majority of Scheduled Tribes students for not taking up Science subjects in and Nagaland. their Post-matric studies.	Assam
4.	Office of the Deputy Director for Scheduled Castes and Scheduled Tribes, Simla.	1. Study on the working of Post-Matric Scholarship in Himachal Pradesh Government College, Nahan, District Sirmour. 2. Study on the working of Post-Matric Scholarship in Himachal Pradesh Government College, Solan, Hamirpur. 3. Study on the working of Himachal Pradesh Schedu- led Castes Development Corporation, Nahan. 4. Study on the working of Himachal Pradesh Scheduled Castes Development Corporation, Solan, Hamirpur.	Himachal Pradesh

5. Office of the Director for Scheduled Castes and Scheduled Tribes, Bangalore.

1. Study on the rotation of the Assembly/Lok Sabha Karnataka reserved seats for Scheduled Castes.
2. Impact of different schemes implemented by the Karnataka Karnataka Scheduled Castes and Scheduled Tribes Development Corporation.
3. Study on the allotment of Dealership of distributive Karnataka agencies of Liquid Petroleum Gas in Karnataka.
4. Study on the working of the Integrated Rural Development Programme and benefits drawn by the Scheduled Castes and Scheduled Tribes in Karnataka.
5. Study on the working of the Integrated Tribal Development Project in Karnataka.
6. Study on the prevalence of untouchability in Karnataka.

6. Director for Scheduled Castes and Scheduled Tribes, Patna.

1. Working of the Integrated Rural Development Programme in Bihar.
2. Study of Paharia Girls' Residential Middle School, Patna Nakti, Bihar.
3. Report on Socio-Economic Tension in and around Patna Patna District.

7. Director for Scheduled Castes and Scheduled Tribes, Lucknow.

1. Mass Conversion of Harijans to Islam in Kanpur Uttar Pradesh District.
2. Working of Propaganda Centre for the removal of Uttar Pradesh untouchability in Man Tehsil, Banda District run by the Harijan Sevak Sangh.
3. Free Legal Aid to Scheduled Castes and Scheduled Tribes on the basis of A.D.C.:Cs.
4. Study on Integrated Rural Development Programme Uttar Pradesh in Gossinganj Block of Mohanlalganj Tehsil, Lucknow.

8. Deputy Director for Scheduled Castes and Scheduled Tribes, Chandigarh.

1. Study of Integrated Rural Development Programme Haryana in the District of Gurgaon.
2. Distribution and utilisation of surplus land in district Haryana of Gurgaon, Haryana.
3. Distribution and utilisation of surplus land in Faridabad District of Haryana.
4. Existence of Bonded Labour in the States of Haryana Punjab and Chandigarh.
5. Integrated Rural Development Programme, surplus land and its utilisation, alienation of land by Scheduled Castes and Scheduled Tribes and National Rural Employment Scheme in the District of Ludhiana in Punjab.
6. Condition of migrant labourers in Punjab and Haryana.
7. Working of the Scheduled Castes Finance and Development Corporation, Punjab.
8. Working of the Post-matric Scholarship scheme in different colleges of Haryana and Punjab.
9. Removal of Untouchability in Samalkhs of Haryana.
10. Working of Balwadi and Nutrition Programme at Karnal in Haryana.

1	2	3	4
9. Director for Scheduled Castes and Scheduled Tribes, Bhopal	1. Working of LAMPS in Surguja District of Madhya Pradesh. 2. Study on Integrated Tribal Development Project, Madhya Pradesh Betul. 3. Study of bonded labour in Bhopal. 4. Pine Plantation Project in Bastar District.	Madhya Pradesh Madhya Pradesh	Madhya Pradesh
10. Director for Scheduled Castes and Scheduled Tribes, Ahmedabad.	1. Dalit Panther Movement in Gujarat State. 2. Working and impact of the Gujarat Scheduled Castes Economic Development Corporation. 3. Working and success of the Primary Milk Production Cooperative Societies in Surat District. 4. Rotation of reserved Assembly/Lok Sabha Constituencies for Scheduled Castes.	Gujarat Gujarat	Gujarat
11. Director for Scheduled Castes and Scheduled Tribes, Madras.	1. Study on protest by Tamil Nadu Vivasagai against allotment of House sites to Harijans at Koothipar, Trichy District. 2. Study on Untouchability Practices in Tamil Nadu. 3. Study of Problem of Agricultural Labour in South Arcot and Thanjavur Districts. 4. Mass Conversion of Harijan to Islam in Meenakshipuram. 5. Working of Integrated Rural Development Programme and benefits derived by Scheduled Castes in South Arcot and Ramanathapuram districts of Tamil Nadu. 6. Working of the Minimum Wages Act in Tamil Nadu. 7. Impact of special polling booths for Harijans in Tamil Nadu. 8. Rotation of the Reserved Constituencies for Scheduled Castes in Tamil Nadu. 9. Eradication of Civil disabilities in Madurai East Tamil Nadu District—work done by the Harijan Sevak Sangh, Madurai. 10. Study on allotment of agricultural land to Scheduled Castes families in Thanjavur and Chingalpattu.	Tamil Nadu Tamil Nadu Tamil Nadu Tamil Nadu Tamil Nadu Tamil Nadu Tamil Nadu Tamil Nadu Tamil Nadu	Tamil Nadu Tamil Nadu Tamil Nadu Tamil Nadu
12. Director for Scheduled Castes and Scheduled Tribes, Bhubaneswar.	1. Study of the Working of the I.T.D. Agency, Malkhan-giri in the District of Koraput, Orissa. 2. Working of the I.T.D. Agency, Sundargarh in Orissa.	Orissa	Orissa

ANNEXURE II

Classification of Research Studies Conducted by the field Offices of the Commission During 1981-82

Category/Topic of Study	Conducting field office	Total no. of studies
(1)	(2)	(3)
(A) Economic Development		
1. Land allotment	Trivendrum, Chandigarh, Madras	4
2. Minimum Wages Act/Problems of the agricultural labourers	Madras, Chandigarh	3
3. House sites	Madras	1
4. Bonded Labour	Trivandrum, Bhopal, Chandigarh	3
5. Development Corporations	Simla, Bangalore, Chandigarh, Ahmedabad	5
6. Tribal Sub-Plan/ITDPs/ LAMPS	Bhubaneswar, Bhopal, Bangalore	5
7. Integrated Rural Development Programme (IRDP)	Madras, Chandigarh, Patna, Bangalore, Lucknow	5
8. Other economic development schemes	Ahmedabad, Bhopal, Patna, Bangalore, Jaipur	5
TOTAL FOR (A)		31
(B) Educational Development :		
1. Post Matric Scholarship scheme	Trivandrum, Shillong, Simla, Chandigarh	5
2. Pre-Matric Scholarship Scheme	Trivandrum	1
3. Hostels/Residential Schools	Trivandrum, Simla, Patna, Shillong	4
4. Book Banks	Trivandrum	1
5. Other educational studies	Shillong	1
TOTAL FOR (B)		12
(C) Social Development		
1. Untouchability/Social Tension	Trivandrum, Chandigarh, Lucknow, Madras, Ahmedabad, Bangalore	8
2. Conversion of Scheduled Castes to Islam.	Madras, Lucknow	2
3. Working of special polling booths for Harijans	Madras	1
4. Opinion survey on rotation of reserved constituencies for Assembly/Parliament election.	Madras, Ahmedabad, Bangalore, Trivandrum	4
5. Free legal aid scheme for Scheduled Castes and Scheduled Tribes.	Lucknow	1
6. Working of Nutrition programme	Chandigarh	1
TOTAL For (C)		17
(D) Employment & Service		
1. Working of Pre-Examination Training Centres/Pre-entry Coaching Institutes.	Jaipur, Trivandrum, Shillong	3
TOTAL For (D)		3
GRAND TOTAL For (A), (B), (C) & (D)		
63		

CHAPTER VII
Summary of Selected—Recommendations

S. No.	Recommendation/Observation	Reference	
		Para No.	Page No.
1	2	3	4

CHAPTER I

Introduction, Organisational set up and Functions of the Commission for Scheduled Castes & Scheduled Tribes

1. The Commission's functioning has been seriously limited by the fact that the Commission does not enjoy constitutional status, has no powers under the Commission of Inquiry Act, 1952 and is not involved in the planning process for socio-economic development of the Scheduled Castes and Scheduled Tribes and in monitoring and evaluation of the progress and implementation of the development scheme, both in respect of the Union and of the States. It is not compulsory for the Central and the State Governments to consult the Commission on important policy issues. To overcome this limitation, the Commission has made several recommendations in its earlier reports which need to be urgently and seriously considered. This would also involve strengthening of the Commission's secretariate as well as the field organisation.

CHAPTER II

Land, Minimum Wages for Agricultural Labourers, Bonded Labour, Housing and House Sites

2. The Commission recommend that the State Governments review the entire question of land ceilings on agricultural holdings in view of its inclusion in the new 20-Point Programme and bring their land ceiling regulations in conformity with the National Guidelines.
3. It is observed that due care has not been taken by the State Governments to enable the allottees of ceilings surplus lands to take benefit under the Central Sector scheme of financial assistance to these allottees and bring the lands allotted to profitable use. The Commission recommend that the Government of India may ask the Programme Evaluation Organisation of the Planning Commission to also undertake a survey and review of the working of this scheme alongwith their study on the working of rehabilitation of bonded labourers.
4. The Commission commend the inclusion, in the New 20-Point Programme, of an item relating to measures for updating the land records and recommend that the Government of India and the State Governments should translate this sense of urgency into action by taking adequate and timely measures for creating regular machinery for periodically up-dating the land records so that the tenants and share-croppers who are the back-bone of agriculture in India not only receive adequate attention but are enabled to reap due benefits of developmental programmes meant for them.
5. A study conducted (by the Commission's Madras office) in Salam, Tiruchirapalli and Thanjavur districts in Tamilnadu revealed lack of awareness on the part of Schedule Caste labourers in regard to the existence of Minimum Wages Act. Adequate measures, therefore, need to be taken to educate these labourers in the matter. The Commission recommend that the Ministry of Information and Broadcasting may give wide publicity to the existence of the Minimum Wages Act and the consequences of its non-observance.

CHAPTER III

Economic Development

6. With a view to ensuring adequate benefits to Scheduled Castes under the Special Component Plan the Commission recommend that each State Government should create at State level a Scheduled Caste Development Agency on the lines of District Rural Development Agencies, for formulation, implementation and monitoring of schemes under the Special Component Plan for Scheduled Castes. State level Scheduled Caste Agency should have Chief Minister as the Chairman, Minister in-charge for Harijan Welfare as Vice-Chairman, Secretaries of the departments concerned as members and an officer of the status of Development Commissioner as Member-Secretary. The entire funds falling in the State' Special Component Plan should be placed at the disposal of this Agency. The Agency should have the authority

(1)	(2)	(3)	(4)
	to allocate funds according to the needs and capacity of the various departments and should possess full power to make inter-sectoral re-appropriations. The funds at the disposal of the Agency should then flow down to the district rural development agency, which in turn, will provide funds to the district heads of technical departments according to their needs and the progress achieved by them. The district machinery for the purpose should be suitably strengthened to ensure effective co-ordination, implementation and monitoring of the schemes.		
7.	The Commission recommend that the Integrated Tribal Development Project in each district should be brought under the direct administrative control of the Project Director of Integrated Rural Development Agency (or Integrated Rural Development Society as the case may be) with Sub-Divisional Magistrates or equivalent officers of the district administration to assist him in specific duties now being performed by the various individual project officers. The Commission feel that the administrative draw-back of the present I.T.D.P. system attributable to its working through a separate I.T.D.P. Project Administrator and a few junior ineffective officers could be rectified by the above recommended step.		3.89—3.91
8.	The Commission recommend that the Central Government/The State Governments should examine de-novo the transaction policy of LAMPS (Large-scale Multi Purpose Societies) with a view to assuring still better returns to the tribals for their forest produce as it is felt that there is good scope for the LAMPS allowing a more liberal share of their profits to the tribals.		3.95
9.	The Commission recommend that a detailed format for review—common for all States and districts should be prescribed and equally detailed meeting should be conducted in the first week of every month in the Tribal Welfare Department based on the said format data for bringing about regular and effective monitoring of the programmes under Tribal Sub-Plan throughout the country.		3.96
CHAPTER IV			
<i>Education, Social Development, Atrocity and Untouchability</i>			
10.	The Commission recommend that planned and concerted efforts may be made to raise the literacy rate of females among the Scheduled Castes and Scheduled Tribes to atleast 10% (from 4.85% Scheduled Tribes and 6.44% Scheduled Castes) and among the Scheduled Caste/Scheduled Tribe males to 30% (from 17.63% Scheduled Tribes and 22.36% Scheduled Castes) in the remaining period of Sixth Plan itself.		4.13
11.	The Commission recommend that there should be atleast one residential school each for Scheduled Caste boys, Scheduled Caste girls, Scheduled Tribe boys and Scheduled Tribe girls at every Panchayat level in the States/Union Territories.		4.16
12.	The Commission recommend that subjects like Science, Mathematics should be popularised among the Scheduled Castes and Scheduled Tribes students. In the technical institutions employment oriented trades should be introduced. The Ministry of Home Affairs should set up a standing committee consisting of representatives of Ministry of Education, Ministry of Labour & Employment and the Bureau of Public Enterprises to review the pattern of technical education and employment opportunity.		4.17
13.	The Commission recommend that reservation of seats for Scheduled Tribes in technical institutions at Government of India level may be raised from 5% to 7% as the Scheduled Tribes form nearly 7% of the total population in the country. The Ministry of Education should constantly monitor the intake of Scheduled Caste/Scheduled Tribe students in the Technical institutions and include the progress in their Annual Report. The States/Union Territories having sizeable Scheduled Caste/Scheduled Tribe population and not having adequate number of technical institutions should formulate special policy and adopt concrete steps to have more seats for their Scheduled Caste/Scheduled Tribe students in technical institutions of other States and Government of India run/aided technical institutions. The Ministry of Education and Ministry of Home Affairs should jointly look into this problem and adopt suitable measures.		4.22
14.	The Commission recommend that reservation of seats for Scheduled Caste/Scheduled Tribe students in the Medical Colleges run/aided by Government of India should be 15% and 7% respectively. The Ministry of Health and Family Welfare and also the Ministry of Education should monitor the intake of Scheduled Caste/Scheduled Tribe students in the Medical Colleges and indicate progress in their Annual Reports. The States/Union Territories having sizeable Scheduled Caste/Scheduled Tribe population and not having adequate number of Medical Colleges should formulate special policy and adopt concrete steps to have more seats for their Scheduled Caste/Scheduled Tribe students in Medical Colleges of other States and Government of India run/aided institutions. The Ministry of Health and Family Welfare and the Ministry of Home Affairs should jointly look into this problem and adopt suitable measures.		4.24

15. The Commission feel that strocry incidents are not the result of sudden eruptions and that the situation can be saved if timely intelligence is available enabling the authorities to take preventive measures. The Commission, therefore, recommend that the special branches of the police organisations in all the States should be given the charge of intelligence collection. It is equally necessary that a Central agency is simultaneously entrusted with the collection of similar intelligence so that the Centre may adequately advise the State Governments to take timely precaution. 4.69

16. The Commission recommend that States in which the number of acquittals was more than two-thirds of the cases chargesheeted under the *P. C. R. Act* ought to appoint a high-ranking officer to probe into the problem and scrutinize the quality of investigation. 4.75

CHAPTER V

Reservation for Scheduled Castes and Scheduled Tribes in Services

17. The Commission recommend that the Ministries/Departments, besides giving statistics on the progress of representation of Scheduled Castes and Scheduled Tribes in services during the year, should also highlight in their respective Annual Reports, the other measures adopted by them such as creation of special cells, inspections of rosters conducted by the Liaison Officers, appreciation/orientation courses conducted for the various levels of officers and representatives of the employees associations, in-service training to the Scheduled Castes and Scheduled Tribe employees etc. 5.5

18. While dealing with the representations received from Scheduled Caste and Scheduled Tribe employees on service matters, it has been noticed that a majority of the situations necessitating such representations, arise either due to the faulty understanding or interpretation of orders/instructions on reservation in services on the part of the Administration or on account of inadequate appreciation of Government Orders on the subject, by the Scheduled Caste and Scheduled Tribe employees. In this context the Commission command the Bureau of Public Enterprises for its having organised Training Courses/Appreciation Courses on reservation of Scheduled Castes and Scheduled Tribes in several Public Sector Enterprises. The Commission recommend that various organisations in the Central Government, State Governments, Union Territory Administrations, Public Sector Banks and Local Bodies would arrange such Appreciation/Orientation Courses for various level of officers so that they are exposed to such programmes Office bearers of the associations of Scheduled Castes and Scheduled Tribes employees should also be exposed to such training so that they become more enlightened and selective in submitting complaints on grievances in service matters to the appropriate authorities. 5.65

19. The Commission note that not much is being done by the various , Ministries/Departments/Public Enterprises/Banks etc. in the sphere of imparting extra in-service training to the Scheduled Caste and Scheduled Tribe employees, despite the Ministry of Home Affairs' instructions in this regard. The Commission recommend that adequate and suitable steps may be taken by the Ministries/Departments/Public Enterprises/Banks etc. in this regard so that the Scheduled Caste and Scheduled Tribe employees come up to the standard of general employees after receiving such training immediately after their employment. 5.66 5.67

CHAPTER VI

Research and Evaluation Studies and Study Tours of the Commission for Scheduled Castes and Scheduled Tribes

20. In order that research on Scheduled Castes/Scheduled Tribes becomes more meaningful and useful to the planners and administrators, the Commission recommend that:— 6.12

- (i) research in the field of Scheduled Castes/Scheduled Tribes development should not be left to the Social Scientists alone, but technical personnel of different disciplines may also be encouraged to contribute to the welfare of Scheduled Castes/Scheduled Tribes by taking up research studies which can directly benefit the Scheduled Castes/Scheduled Tribes;
- (ii) problems of urgent nature only should be considered for research on priority. The social scientists, engineers, doctors, agricultural experts and other specialists should identify problems and suggest schemes for uplift of the Scheduled Castes/Scheduled Tribes. Economic development being the main objective, research studies should be conducted for scientific adoption of shifting cultivation, horticulture, setting up of forest based small scale industries, and on social forestry and marketing and cooperation on priority so that Scheduled Castes/Scheduled Tribes could be helped in crossing the poverty line;

- (iii) the research studies should be completed at the shortest period and the findings made available to the planners and administrators for quick implementation; and
- (iv) proper coordination should be made at the central level about the studies conducted by different agencies, so that the findings do not go waste. There should be a High Power Research Advisory Committee at the Centre with representatives from all the Development Ministries to assess the work done by the different research bodies in the country, recommend studies of topical interest and urgent nature and to ensure that the findings of the study reports are fruitfully utilised by all the development departments and the States/Union Territories in upliftment of Scheduled Castes/Scheduled Tribes. The Commission for Scheduled Castes and Scheduled Tribes may be associated with this Committee to offer views on the Scheduled Castes/Scheduled Tribes welfare.

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